THE UNITED REPUBLIC OF TANZANIA

PRIME MINISTER'S OFFICE
REGIONAL ADMINISTRATION AND LOCAL GOVERNMENT

THE OPPORTUNITIES AND OBSTACLES TO DEVELOPMENT -
A COMMUNITY PARTICIPATORY PLANNING METHODOLOGY

HANDBOOK

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LIST OF ABBREVIATIONS

CMT	:	Council Management Team
CRP	:	Community Resource Person
D by D	:	Decentralization by Devolution
DED/CD	:	District Executive Director / Council Director
DF	:	District Facilitator
DPLO	:	District Planning Officer
FGM	:	Female Genital Mutilation
FY	:	Financial Year
HoD	:	Head of Department
JAS	:	Joint Assistance Strategy
JICA	:	Japan International Cooperation Agency
LEPSA	:	Learner-Centred, Problem-Posing and Self Analysis
LGA	:	Local Government Authority
M&E	:	Monitoring and Evaluation
MDGs	:	Millennium Development Goals
MEO	:	Mtaa Executive Officer
MKUKUTA	:	Mkakati wa Kukuza Uchumi na Kupunguza Umasikini Tanzania
MTEF	:	Medium Term Expenditure Framework
NACP	:	National AIDS Control Programme
NF	:	National Facilitator
NPES	:	National Poverty Eradication Strategy
NSGRP	:	National Strategy for Growth and Reduction of Poverty
O&OD	:	Opportunities and Obstacles to Development
PME	:	Participatory Monitoring and Evaluation
PMO-RALG	:	Prime Minister's Office, Regional Administration and Local Government
R&B	:	Review and Backstop
RAS	:	Regional Administrative Secretary
RPFB	:	Rolling Plan Forward Budget
SARAR	:	Self-esteem, Associative Strengths, Resourcefulness, Action-planning and Responsibility
TACAIDS	:	Tanzania Commission Against AIDS
TDV2025	:	Tanzania Development Vision 2025
THIS	:	Tanzania HIV/AIDS Indicator Survey
VEO	:	Village Executive Officer
WDC	:	Ward Development Committee
WEO	:	Ward Executive Officer
WF	:	Ward Facilitator

INTRODUCTION

Community participation in development processes is a philosophy that is gaining momentum through out the world and particularly in the developing countries. In Tanzania, different Sector policies and guidelines place high emphasis in community involvement in development planning and execution. Such policies and guidelines include, The National Development Vision 2025; Rural Development Policy, and the National Budget Guidelines.

The advantages of community participation in development include among other things: Increased ownership of the development processes by the communities; Sustainable development of projects and programs being implemented; Increased commitment by the communities and the Government in implementation of the planned activities; Increased transparency in decision making processes; reduction in costs of government contribution in delivering services to the communities due own contributions in kind and cash; and according to Article No. 145 and 146 of the Constitution of the United Republic of Tanzania 1977 community involvement aims at empowering the communities in making decisions on their development endeavours.

Establishment of the Local Government Authorities through the Local Government Acts No.7-10 of 1982 is aimed to implement the government decision of devolving powers to the community and improve service delivery. The Public Service and the Local Government Reforms currently under implementation facilitate the public sector to improve service delivery so as to eradicate poverty among the communities.

All along, planning in Tanzania has been owned and led by experts from the government, and development partners who have always believed they have the control and that they know what the people need and that the people do not know what they need. This approach has led to many plans that are not sustainable and having no relevance to the targeted communities, and has also led to smothering of the sense of freedom to decide and therefore deleterious to the whole issue of community ownership of development programmes.

Because of these shortcomings the government decided to develop the Opportunities and Obstacles to Development Planning Methodology in 2001.The methodology has the following main features:

- That, it is a bottom up planning methodology.
- It starts with opportunities rather than obstacles in order to invigorate the need to look for homegrown solutions to obstacles to development in the very locality. Hence promoting ownership and instilling a sense of self-reliance in the respective community.
- It operates within the structures of Local Government Authority and in line with overall national plans and budgets.
- Enables the people to formulate their plans using objectives of The Tanzania Development Vision 2025.
- It is comprehensive and multi-sectoral

Implementation of the Local government reform has speeded up the dissemination of the O & OD methodology. Since its inception in 2001, the O&OD has been rolled out in more than two-thirds (2/3) of the Local Government Authorities (LGAs) in the mainland Tanzania. In March 2004 the Government issued the Guidelines for institutionalizing the O&OD in the LGAs as a basis for devolving powers to people, strengthening democracy, emphasizing human rights and poverty eradication. Although the Guidelines articulated the need for review and backstop of community plans, a workable mechanism was yet to be established to make the planning process sustainable after the O&OD roll-out. In this context in June 2006 the Government commenced a study with assistance of Japan International Cooperation Agency (JICA) in order to improve O&OD process and to establish long-awaited Review and Backstop Mechanism as an integral part of the planning process.

Considering the results and proposals put forward by the Study, the Government has made several changes in the O&OD roll-out process and decided to institutionalize the Review and Backstop Mechanism. The original manuals, i.e. O&OD Handbook, Training Manual, The Rural Planning Guide and The Urban Planning Guide, have been revised to reflect the proposed changes. In addition, a new manual has been developed to facilitate understanding and use of the Review and Backstop Mechanism as an annex to the O&OD Handbook.

In view of the above, I would like to take this opportunity to commend the contributions made by all the stakeholders including Government Ministries, Development Partners, and NGOs in making this exercise a success.

Tarishi, M.K.
Permanent Secretary

November , 2007

1. BACKGROUND

1.1 History of Planning in Tanzania

Since independence in 1961, the Government sought to have participatory planning in the economic planning process, with a view to attaining a bottom-up planning. The Government's efforts to achieve this could be seen in the various measures taken to steer people's participation in shaping their development. These efforts could be categorized into three broad phases: the 1961-66 (immediately after independence); 1967-92 (Arusha Declaration); and 1992-2002 (reforms' era).

The first period, 1961–1966, was led by the Independence Vision. The goal was to attain higher standards of living by fighting the three enemies namely: illiteracy, diseases and poverty. People were encouraged to work hard and involve themselves in self-help projects as their contribution to national development. The catchword "UHURU NA KAZI" which means "Independence and Work" was used to steer the people into action. This was further emphasized by the late president Mwl. Julius K. Nyerere, when he summarized it by saying "It can be done, play your part". It was during this period that the Government abolished chiefdoms country-wide, in order to vest decision-making powers to the people.

The second period, 1967–1992, was led by the Arusha Declaration, driven by the philosophy of socio-economic liberation based on socialism and self-reliance as a long-term national development goal. The strategy for implementing the Arusha Declaration also aimed at devolution of powers to the people. As a result, the Local Government Authorities of the colonial administration were abolished in 1972, to pave way for the introduction of the Regional Decentralization. Under Regional Decentralization, Village Governments, District Development Committees and Regional Development Committees were established to enable more participation in decision-making. This was provided for by the Regional Decentralization Act of 1972.

In order to enhance the decentralization process by devolution, the Local Government Authorities were re-established by Act No.7-10 of 1982. This was in accordance with the constitution of the United Republic of Tanzania of 1977, Articles 145 and 146 which allow the establishment of Local Government Authorities to facilitate transfer of authority to the people. These Local Government Authorities have the right and power to participate, and to involve the people in the planning and implementation of development programmes within their jurisdiction.

The period: 1992-2002 was characterized by Reforms in the public sector. The Government of the United Republic of Tanzania (mainland) undertook the reforms in order to increase efficiency and the capacity of the public sector to deliver quality services. The reforms centred in the following areas:

- Civil service reforms
- Local Government reforms
- Financial sector reform
- Legal sector reform
- Planning and budgeting reform
- Parastatal organizations reform
- Restructuring of the Regional Administration

These reforms aim at changing the role of the Central Government from directly involving itself in production and service delivery, to that of policy formulation, coordination, advisory, capacity strengthening of Local Governments, private sector and Non Government Organizations, and to create an enabling environment for the Local Government Authorities to perform. The Local Government Authorities assume the role of implementing and facilitating all development activities, service delivery, rule of law and strengthening of democracy to speed up Community development.

Although the government has continuously set a conducive environment for the people to participate as explained above, yet, the planning process continued to be dominated by government planners/economists, bureaucrats and donors who have an illusory feeling of control and efficiency, based on "we know, they (communities) do not know". Therefore, effective participation in planning and decision making remained remote. In the past people were just involved through, among others, the following methods:

(i) Food for Work:

Food for work is a system of involving people in different development activities on a voluntary basis under an agreement that they will get food in return, or a loan arrangement such as a cow for a cow. Through these arrangements, some practical problems could be solved and projects could be accomplished in a short time and at little cost.

(ii) Cost Sharing:

This arrangement aims at reducing running costs through sharing costs with the beneficiaries. The objective of such arrangements is to avoid the provision of free services, and to build a culture of paying for the services among the people, to ensure ownership and sustainability. Cost sharing arrangements have so far been adopted in social services such as water, education and health.

(iii) Agreement with Beneficiaries:

Under this arrangement, the Government or Development Agent and the Beneficiaries make an agreement for each party to contribute to the project. The agreement outlines how the costs will be shared, what to be accomplished by each side and at what time. This arrangement usually applies in the construction of roads, schools, and health and water facilities.

1.2   Participatory Planning Initiatives

There have been attempts to use participatory techniques in some areas of the country especially in donor funded programmes. Some of the participatory techniques used in these initiatives are PRA, SARAR, ZOOP and LEPSA.[1] To some extent, these participatory techniques enabled communities to make decisions in the process of planning. However, all these techniques were biased towards identification of problems, thereby raising Community expectations that there would be immediate external assistance to address their concerns. This encourages the attitude of dependency. Also in some cases, donor programmes using participatory techniques have predetermined interventions, hence, leaving little room for communities to make decisions on their own.

With these shortfalls, these initiatives promoted Community involvement rather than effective participation. As a whole, planning in Tanzania has remained top-down, contrary to government aspirations.

The government aspirations to strengthen planning have been to achieve:

- Increased peoples' participation
- Integrated development planning
- Bottom-up planning

The Opportunities and Obstacles to Development (O&OD) Methodology provides a means by which the government could meet these aspirations.

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[1] PRA is an acronym for 'Participatory Rural Appraisal'; SARAR stands for Self-esteem, Associative strengths, Resourcefulness, Action-planning, and Responsibility; LEPSA stands for Learner-cantered, Problem-posing and Self Analysis; 'ZOOP' is a name given to the *"Objectives-Oriented Planning"* that was used by GTZ in early 1980s.

2. THE CONCEPTS OF PLANNING

2.1 Planning and Budgeting

Planning is a continuous process, which sets out objectives, identifies existing resources/ potentials and implementation capabilities to achieve the objectives over the specific period of time. Once a plan has been prepared, what follows is implementation. In the course of implementation, some objectives set in the plan are achieved, and some are not. Also, with time, new priorities emerge due to changes in socio-economic aspects and policy environment. For this reason, there is a need for periodic review of the plan to update the plan so as to reflect the implementation status, and accommodate the new priorities. In this regard, review is an integral part of planning process.

Purposes of Planning

- To facilitate implementation in an orderly manner to achieve the set objectives
- To enable assessment of resources available in order to overcome obstacles
- To facilitate identification of Community needs

Advantages of Planning

- Planning facilitates proper allocation of scarce resources
- Planning facilitates timely implementation of activities
- A plan is a tool, which guides the supervision of development activities.

Planning Approaches

There are two approaches of planning: the top-down approach and bottom-up approach.

The top-down approach has been dominant in Tanzania. This approach has the following common features:

- Sets goals, objectives and targets
- Sets guidelines on how to plan at different stages
- Sets expenditure ceilings
- Sets timeframe for implementation

Generally top-down planning has an inherent feature of **involving** the people instead of **facilitating** them to participate in decision making for their development activities. This approach has also a tendency of making the people dependent on the government.

The second approach of planning is the bottom-up and has two scenarios:

- The first scenario is where people use participatory tools and come up with priorities based on pre-determined interventions. This also perpetuates dependence.
- The second scenario is where people take the lead and make decision in the planning process. It instils a sense of ownership.

Budgeting

Budgeting is part of planning process. It involves allocation of scarce resources to planned development activities. Budgeting facilitates the implementation of planned activities, and therefore, planning and budgeting are interdependent. A plan without a budget cannot be implemented regardless of how good the plan may be.

Table 2.1   The relationship between Planning and Budgeting

Planning	Budgeting
Management Tool	Management tool
Goal setting	Resource Mobilisation
Identification of resources and their use	Allocation & utilisation of resources
Intervention setting	

2.2   Integrated Planning

Integrated Planning

Integrated planning takes into account the importance of collaboration among different actors in addressing Community needs. Integrated planning is justified on the grounds that Community needs are multi-dimensional, and actions by various actors are important in order to achieve the specified objectives. For instance, prevention of maternal deaths, which is a 'health' related objective, in a certain rural setting may, among other things, call for:

- Improved agricultural production, to ensure proper and adequate nutrition (Agriculture)
- Improved road network, to enable the expecting mothers to access the health facilities without difficulties (Infrastructure)
- Provision of better maternal care through health facilities, qualified birth attendants or midwives. (Health)
- Educating men on the need to be more responsible, and not subject their wives to heavy duties especially when they are pregnant (Cultural)
- Education to women and men on family planning methods (Education, Health)
- Improved access to water, in order for the pregnant women not to walk long distances to fetch water (Water)

Integrated planning is, therefore, a process in which the implementation of various sectoral policies and strategies aims towards achieving a common goal.

Advantages of an Integrated Planning are:

- Does not cause confusion to the Community
- Minimizes duplication of activities
- Provides for experience sharing
- Enhances inter-sectoral relationship and collaboration
- Saves time
- Facilitates proper use of scarce resources

Sectoral Relations

Sectoral relations are the basis for integrated planning. However, sectors often fail to collaborate due to the following reasons:

- Individualism and professional arrogance
- Selfishness
- Lack of awareness and orientation
- Poor leadership
- Lack of joint planning at all levels
- Conflict of interests
- Inconsistencies in policies
- Inadequate resources

2.3   Community Participatory Planning

Community Participatory Planning enables the Community to make decisions, in the process of analyzing, planning, implementation and monitoring and evaluation of the plans. In the process of planning, the Community is facilitated to discuss and consult each other on their development issues.

Participatory Planning aims at:

- ***People***: People gather data using participatory tools, analyses data, prepare plans and set priorities.
- ***Action***: People own the process of planning, implementation and outcomes.
- ***Multi-sectoral Approach***: Economic activities are interdependent issues. Therefore, during the planning process development issues are tackled holistically.
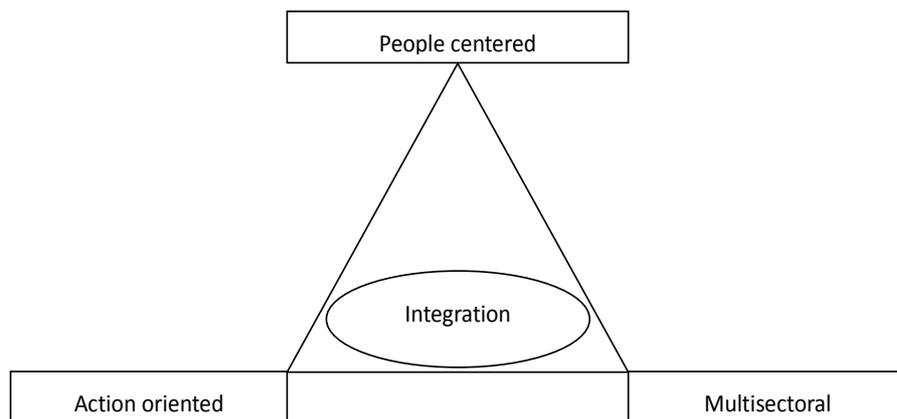

Figure 2.1 Pillars of Community Participatory Planning

Community participatory planning should also consider the following:

- Community members should participate in the planning process.
- Vulnerable groups should participate in decision making. These include: old people, orphans, widows, and the handicapped.
- The process should be internalized by the Community, Ward, LGA and other development partners.

2.4 Opportunities and Obstacles to Development (O&OD)

The Opportunities and Obstacles to Development (O&OD) Methodology is a comprehensive participatory planning process, which was developed in Tanzania by overcoming many of the short comings of other planning methodologies. The O&OD planning methodology has the following salient features:

- It has positive outlook at the Community. In the process, the Community identifies available resources to overcome obstacles, and therefore, it fosters the spirit of self reliance.
- It uses Participatory tools which are; the Village map, transect walk, Historical time lines, Seasonal calendar, institutional analysis, daily activities calendar by gender and household wealth ranking, focus groups and Identification of sources of income and expenditure.
- It uses a planning model; which enables the Community to identify in logical framework: the specific objectives, opportunities, obstacles causes, interventions, and steps for implementation. Also the Community members carry out a simple analysis of expenditures and sources of income, thus determining what they can do and what they cannot. The planning model also enables the Community to prioritize and prepare a three year plan.
- It has a strong focus on self reliance: It helps the Community members become aware of their own resources and how to make better use of them. As such it emphasizes the importance of greater self-reliance.
- The process uses the Tanzania Development Vision 2025, as a broad National Policy guide.
- The output of the O&OD process is a comprehensive plan rather than an action plan.
- It has both a Rural and Urban process.

The government believes that this approach will promote self-help spirit, mobilize material and human resources, and enhance transparency and accountability in:

- Planning
- Decision making
- Implementation and management of development activities.

The methodology has been institutionalized in the Local Government Authority structures. It has been developed in line with the government's aspirations to devolve powers to the communities as declared in the Constitution of the United Republic of Tanzania, and implemented in the ongoing Local Government Reforms. In so doing, the government envisages to restore the spirit of self-reliance, local resource mobilization, transparency and accountability by ensuring effective Community participation in planning, decision making, implementation and, therefore, ownership of their development activities.

Other notable characteristics of the O&OD are:

- Communities can easily internalize the process because it uses few participatory tools that are easy to understand.
- It promotes transparency and accountability
- It commits the Central and Local Governments to respond to the Community needs
- It helps Local Government Authorities to coordinate development partners' activities.
- It builds capacity of the Community to address cross cutting issues.
- It strengthens the relationship between LGAs and Regional Secretariats through capacity building.

The Terms used in the O&OD Methodology

Opportunities:

Opportunities refer to resources available within or outside the Community which can be used by that Community. Opportunities can further be qualified as follows:

- What communities have and use it properly e.g. availability of health facilities (dispensaries)
- What communities have and do not use it properly e.g. arable lands for coffee production but not used
- What communities have and do not use it at all e.g. forests for timber production and not utilised
- What communities do not have but have the right to use e.g. the right to use clean and safe water but not available

Obstacles:

These can be defined as hindrances to optimal utilisation of existing development opportunities. For example:

- Social obstacles: outdated traditional beliefs
- Economic obstacles: lack of working capital
- Political obstacles: ideological differences
- Technical obstacles: lack of qualified personnel or technology

Planning Model (Plan Matrix):

The planning model is a presentation of interlinked planning components (and ideas) in a logical framework. Planning model is also known as plan matrix. The model has columns for the following components: specific objectives, opportunities, obstacles, causes, interventions, steps of implementation, inputs, costs and indicators. These components must be filled in a logical relationship as follows:

- Specific objectives: derived from secondary data and information collected by using participatory tools
- Opportunities: resources which, when used properly, lead to the achievement of the specific objective
- Obstacles: hindrances to use of opportunities
- Causes: reasons for existence of obstacles
- Intervention: an act to address the obstacles
- Steps of implementation: activities to address causes
- Inputs: Resources needed to enable steps of implementation to be achieved

2.5   Review and Backstop

Planning does not stop with a plan formulation. The resulting Community Development Plans are rolling plans since they are updated annually. Simply put, the process naturally continues with implementation of the plan, monitoring and evaluation, and re-planning of the plan, which are in the review stage of planning. In case of Community planning, LGAs are there to backstop (facilitate and strengthen) communities' development activities, i.e. planning/re-planning, implementation, and monitoring and evaluation.

The concept of monitoring and evaluation is discussed below.

Monitoring

Monitoring is a routine process of assessing the use of inputs and transformation of inputs into outputs. For example, when building a house, one monitors the actual construction work and the use of building materials. Monitoring provides the implementers with information to be used for strategic decision making in the process of programme/project implementation. The aspects of monitoring include financial and administrative progress, physical progress of project, and stakeholders involved (implementers and facilitators).

Evaluation

Evaluation is a periodic assessment of work done, project design, results and impact. An evaluation can also provide information to determine whether:

- The benefits of the projects have reached the target group
- The activities in the programme were relevant to the target group
- The targets set out for the project were realistic
- There are unforeseen effects as a result of the project activities

In monitoring and evaluation, it is important to have well defined simple indicators. Indicators measure performance against objective. Progress reports should provide both process and outcome indicators.

The Table below shows the relationship between monitoring and evaluation:

Table 2.2 Monitoring and Evaluation

Monitoring	Evaluation
- Ensures proper use of inputs of the project - Ensures day to day work/activity - Observes activity schedule	- Observes results of implemented project activities - Periodically assesses implementation - Measures real achievement against set objectives

Tools for Monitoring and Evaluation are:

- Plan of action (work schedule)
- Progress reports such as monthly reports, quarterly reports, annual reports, which contain progress and outcome of plan implementation
- Review meetings
- Field visit observations

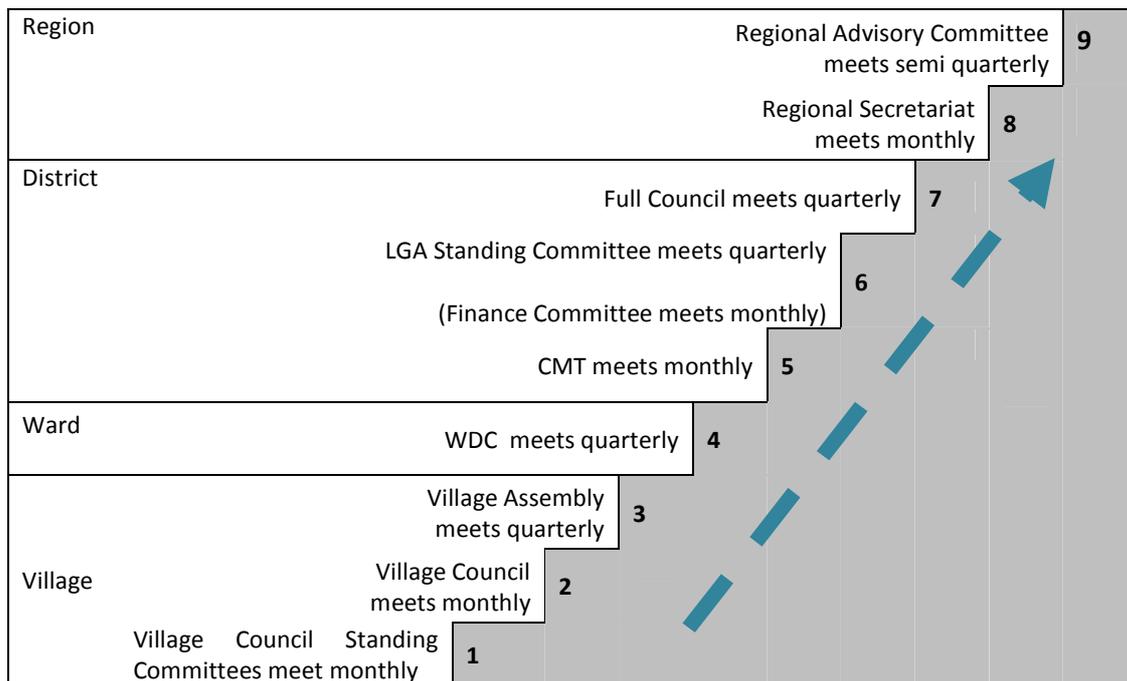The following diagram shows the stages of monitoring and evaluation:

Figure 2.2 Stages for monitoring and evaluation from the Village to Regional level

Participatory Monitoring and Evaluation (PME)

Participatory Monitoring & Evaluation (PME) is a process through which the Community is actively engaged in undertaking the monitoring and evaluation exercise. It refers to the assessment of implementation of Community Plan under the initiatives of the Community itself. Participation is recognized as integral to the monitoring and evaluation process, since it offers new ways of assessing and learning from change that are more inclusive and more responsive to the needs and aspirations of the Community. PM&E is geared towards not only measuring the effectiveness of plan implementation, but also towards building ownership and empowering the Community, building accountability and transparency, and taking corrective actions to improve performance and outcomes. PM&E has two parts: participatory monitoring and participatory evaluation.

First, *participatory monitoring* is a routine process to assess transformation of inputs to outputs in the course of plan implementation. Transformation of inputs into outputs is assessed based on the important aspects, which include: financial and administrative considerations; physical progress of the activities identified in the plan; and human resources considerations in the course of plan implementation. Therefore, participatory monitoring aims at analyzing

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Output and Outcome

Output: is generally defined as tangible products and services during the implementation. In the O&OD, outputs are related to completion of activities specified in *Steps of Implementation*.

An example of outputs: *a training program provided to the farmers.*

Outcome is generally defined as actual or intended changes of targets through implementation. In the O&OD, outcomes describe degrees of achievements specified in *Specific Objectives*.

An example of outcomes: (as a result of a training program provided to the farmers) increased *maize yield and/or increased income for the farmers.*

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impact and progress, and, as a result, drawing ideas to improve plan implementation.

Second, *participatory evaluation* is a periodic assessment of achievements of the plans at the Community level. It is a process that systematically assesses the achievement of outcomes against indicators set in the plans and the related impacts to the Community. Therefore, PM&E is key to determining the outputs and outcomes of the implementation of Community Plan.

3   THE OPPORTUNITIES AND OBSTACLES TO DEVELOPMENT PLANNING METHODOLOGY

3.1   Characteristics of O&OD

The O&OD Participatory Planning Methodology is an intensive consultative planning process that uses participatory tools to prepare Community plans focusing on the Tanzania Development Vision (TDV) 2025 as a broad policy guide and hence forming the basis for poverty reduction efforts.

The O&OD planning methodology has been institutionalized in the Local Government Authority (LGA) structure. The methodology has been developed in line with the government's aspirations to devolve powers to the communities as declared in the Constitution of the United Republic of Tanzania and implemented in the ongoing Local Government Reforms. In doing so, the government envisages to restore the spirit of self reliance, local resource mobilization, transparency and accountability whereby communities participate in planning, decision making, implementation and ownership of their development initiatives.

It is a departure from the previous top-down planning approach, to bottom-up approach. As shown in the below left the existing top-down planning framework has no planning methodology between the LGA and Community. This has necessitated the Government to come up with the O&OD Planning Methodology to fill in the gap as shown below right.
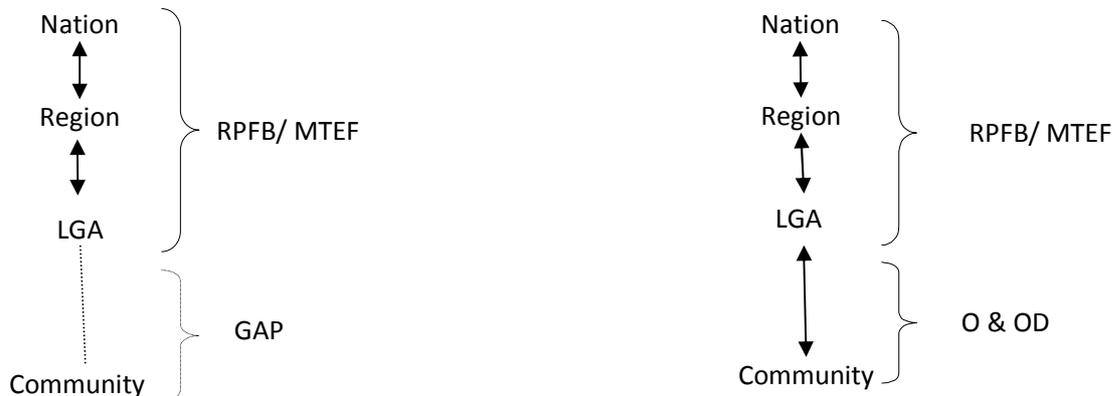
Figure 3.1 Planning Approaches in Tanzania

The O&OD planning process is holistic and participatory. The planning process is carried out by Community members who are selected based on sex, age and social status, in order to ensure that the views of all the social groups are reflected in the Community Plan. One important activity that is carried out during the planning process is collection of data by the Community members using participatory tools. This process gives people a chance to understand the condition of their own Community.

The data collected is then used by the focus groups during discussions on the TDV 2025 objectives, to assess Community situation in the light of national targets. TDV 2025 objectives and Community situation analysis guide the formulation of Community specific objectives and identification of opportunities that could be exploited to overcome obstacles. The draft plan is prepared and presented to the Village Council for prioritization and budgeting. The Village Council presents the draft plan to the Ward Development Committee (WDC) for technical advice before it is submitted to the Village Assembly for approval as stipulated by law.

This methodology has the following advantages:

- Communities can manage the participatory planning process because it uses participatory tools that are easy to follow.
- It promotes transparency and accountability to Community development activities on day to day basis.
- It promotes optimization of local resources through identification of opportunities and obstacles existing in the Community and prioritization of development objectives in a collective manner
- It removes dependency and strengthens self- reliance.
- It motivates communities to own the outcomes of their decisions.
- It obliges both the central and local governments to respond and be accountable to the people.
- It provides a foundation for communities to take lead in the poverty reduction efforts.
- It enhances the ability of LGAs to coordinate development partners' initiatives.
- It builds capacity of the Community in data collection.
- It builds capacity of the Community to cross-cutting issues that require collective efforts such as HIV/AIDS, gender, human rights, good governance, environment issues and disaster preparedness.

O&OD therefore is not just another planning methodology but also a process to empower communities and strengthen the linkage between communities and LGAs.

3.2   Guiding Policies and Strategies

The O&OD planning methodology provides the means to link the Community initiatives to the targets and goals identified in the National Policy Frameworks, i.e. Tanzania Development Vision 2025 (TDV 2025) and MKUKUTA. It is understood that MKUKUTA is a medium term National Framework to operationalize TDV 2025, which is the basis for formulation of Community development plans using the O&OD methodology. TDV 2025 sets long term targets which are, attainment of: good and quality life; good governance and rule of law; and strong and competitive economy. MKUKUTA translates these long term targets into medium term goals for implementation under the three major clusters: growth and reduction of income poverty; quality of life and social well-being; and governance and accountability. O&OD provides a means to translate the broad targets and goals identified in these frameworks into simpler and understandable goals to the communities.

3.2.1 The Tanzania Development Vision 2025

By the mid 1980s the Government had realised that the past development policies and strategies were not adequately responding to changing market and technological conditions in the regional and world economy and were also not adapting to changes in the domestic socio-economic conditions.

In response, since mid 1980s, the Government adopted socio-economic reforms which continue to be implemented to date. However, it has increasingly become apparent to the Government and its people that these socio-economic reforms are not adequately informed by a national long term development philosophy and direction. It was out of the realization that these reforms had to be underpinned by a long-term development philosophy, if they were to be owned and sustained by the people that the idea of formulating a national vision emerged. Moreover, the Government recognized the importance of rekindling the hopes and expectations of the people as well as their patriotism and nationalistic aspirations thus reinforcing the need for a national vision.

A vision for development is an articulation of a desirable future condition or situation which a nation envisages to attain and the plausible course of action to be taken for its achievement. A National Vision therefore seeks to actively mobilize the people and other resources towards the achievement of shared goals. A shared vision arouses people's aspirations and creates the spark that lifts the nation out of the mundane. In the process, it instils the courage and determination to rise to challenges at the individual, Community and national level. A vision is a vehicle of hope and an inspiration for motivating the people to search and work harder for the betterment of their livelihood and for posterity.

The TDV 2025 aims at achieving a high quality livelihood for its people, attain good governance through the rule of law, and develop a strong and competitive economy. It is envisioned that the following specific achievements would be attainable by the year 2025.

High Quality Livelihood:

A high quality livelihood for all Tanzanians is expected to be attained through strategies which ensure the realization of the following goals.

- Food self-sufficiency and food security
- Universal primary education, the eradication of illiteracy and the attainment of a level of tertiary education and training that is commensurate with a critical mass of high quality human resources required to effectively respond and master the development challenges at all levels
- Gender equality and the empowerment of women in economic, political relations and cultures
- Access to quality primary health care for all
- Access to quality reproductive health services for all individuals of appropriate ages
- Reduction in infant and maternal mortality rates by three-quarters of current levels
- Universal access to safe water
- Life expectancy comparable to the level attained by typical middle income countries
- Absence of abject poverty

Good Governance and the Rule of Law:

It is desired that the Tanzanian society should be characterized by:

- Desirable moral and cultural uprightness
- Strong adherence to and respect for the rule of law
- Absence of corruption and other vices
- A learning society which is confident and that learns from its own development experience and that of others and owns and determines its own development agenda

A Strong and Competitive Economy:

The economy is expected to have the following characteristics:

- A diversified and semi-industrialized economy with a substantial industrial sector comparable to typical middle income countries
- Macro-economic stability manifested by a low inflation economy and basic macro-economic balances
- A growth rate of 8% per annum or more
- An adequate level of physical infrastructure needed to cope with the requirements of the Vision in all sectors
- An active and competitive player in the regional and world markets with the capacity to articulate and promote national interests and to adjust quickly to regional and global market shifts

It is also envisaged that fast growth will be pursued while effectively reversing current adverse trends in the loss and degradation of the environmental resources such as forests, fisheries, fresh water, climate, soils, biodiversity, and in the accumulation of hazardous substances.

3.2.2 Poverty Eradication Strategy

Since independence the Government has been preoccupied with three development enemies: ignorance, diseases and poverty. The Government in collaboration with the people has been implementing various strategies to combat Ignorance, diseases and poverty. Despite all these efforts, half of all Tanzanians are considered to be basically poor and one third live in abject poverty earning less than one US dollar per day which does not suffice the daily basic requirements.

Poverty indicators include:

- Illiteracy
- lack of safe and clean water
- poor medical/health services
- high maternal mortality
- malnutrition of children and adults
- very low income
- poor shelters
- unemployment
- lack of knowledge of salient issues of the Community
- lack of peace and harmony

3.2.3   National Strategy for Growth and Reduction of Poverty (MKUKUTA)

The National Strategy for Growth and Reduction of Poverty, popularly known as MKUKUTA ("Mkakati wa Kukuza Uchumi na Kupunguza Umaskini Tanzania") was approved by Cabinet in February 2005 for implementation over five years and is the successor to the Poverty Reduction Strategy Paper. MKUKUTA is informed by TDV 2025 and committed to the achievement of the Millennium Development Goals (MDGs). It has an increased focus on growth and governance, and is an instrument for mobilising efforts and resources towards its outcomes. The essential features in developing MKUKUTA were national ownership and consultation with stakeholders. This resulted in the strategy reflecting stakeholders concerns as well as reforms and sector plans.

MKUKUTA is strongly outcome focused and aims to foster greater collaboration among all sectors and stakeholders. It has mainstreamed cross-cutting issues such as gender, environment, HIV/AIDs, disability, children, youth, elderly, employment and settlements. The strategy seeks to deepen ownership and inclusion in policy making, paying attention to address laws and customs that retard development and negatively affect vulnerable groups. The strategy requires increased resources, and the national budget will be aligned to MKUKUTA with direct links to the public expenditure review. This challenge has called for the development of a Joint Assistance Strategy (JAS) with development partners to increase the volume and effectiveness of aid to achieve MKUKUTA objectives.

Strategy Principles and Framework

MKUKUTA is based on the principles of:

- National ownership
- Political commitment to democratisation and human rights
- Maintenance of macro-economic and structural reforms
- Collaboration and linkage between sector strategies (cross-sectoral collaboration)
- Local partnerships for citizens to engage in policy dialogue
- Harmonisation of aid (coordinated assistance)
- Equity and sharing of benefits
- Sustainable development
- Strengthening of macro-micro links and decentralisation
- Mainstreaming cross-cutting issues

The strategy identifies **three clusters of broad outcomes**:

(i)   Growth and reduction of income poverty
(ii) Improvement of quality of life and social well-being
(iii) Good governance

Each cluster has a set of goals and targets. To achieve each target interventions and actions are identified. There is a strong relationship between the clusters and all are equally important. Equitable growth leads to higher incomes thus reducing income poverty. Higher incomes enable households to improve human capabilities through better education, health, nutrition and shelter. Human capability in turn is critical for long-term growth. Growth enables the government to collect revenue for provision of services. Governance provides conditions for growth, well-being and poverty reduction. Outcomes and goals under the 3 MKUKUTA clusters are summarized in table 3.1.

Table 3.1 Summary of Broad outcomes and Goals under the three clusters of MKUKUTA

CLUSTER I: Growth and Reduction of Poverty
Broad Outcome: Broad-based Growth is achieved and sustained
Goals: (1) To ensure sound economic management (2) To promote sustainable and broad-based growth (3) To improve food availability and accessibility (4) To reduce income poverty of both men and women in rural areas (5) To reduce income poverty of both men and women in urban areas (6) To provide reliable and affordable energy to consumers
CLUSTER II: Quality of Live and Social Well-being
Broad Outcomes: • Improved quality of life and social well-being, with particular focus on the poorest and most vulnerable groups • Reduced inequalities in outcomes (e.g. education, survival, health) across geographic, income, age, gender and other groups
Goals: (1) To ensure equitable access to quality primary and secondary education for boys and girls, universal literacy among men and women, and expansion of higher, technical and vocational education (2) To improve the survival, health and well-being of all children and women and of specially vulnerable groups (3) To ensure access to clean, affordable and safe water, sanitation, decent shelter and a safe and sustainable environment. This will reduce vulnerability to environmental risks (4) To ensure adequate social protection and the provision of basic needs and services for vulnerable people (5) To ensure effective systems that allow access for all people to quality and affordable public services
CLUSTER III: Governance and Accountability
Broad Outcomes: • Good governance and the rule of law • Accountability of leaders and public servants • Democracy and political and social tolerance • Peace, political stability, national unity and social cohesion
Goals: (1) To ensure that structures and systems of governance as well as the rule of law are democratic, participatory, representative, accountable and inclusive (2) To ensure equitable allocation of public resources - with corruption effectively addressed (3) To put in place an effective public service framework as a foundation for service delivery improvements and poverty reduction (4) To ensure that the rights of poor and vulnerable groups are protected and promoted in the justice system (5) To reduce political and social exclusion and intolerance (6) To improve personal and material security, reduce crime and eliminate sexual abuse and domestic violence (7) To enhance and promote national cultural identities

3.3 Cross-cutting Issues

3.3.1 Gender

For many years the government has, with deliberate effort, aimed at emancipating women. This has come about because of the fact that though women play a big role in development and income generation, yet they are marginalized. Good governance entails equal opportunities for men and women, and, also, development requires that gender needs within a specific society are recognized.

Understanding the Community development situation from a gender perspective

Gender mainstreaming in planning should start at the situation analysis step. In the case of O&OD planning process, it is the step of data collection and situation analysis. During the situation analysis it is important to clearly articulate gender issues emerging in terms of gender based discrimination, oppression and gender gaps in development and opportunities. These issues become part of focus group discussion and the basis for prioritizing gender issues to mainstream in the O&OD Community Plans and LGA Plans.

To carry out a successful gender based situation analysis, the facilitators and the Community should acknowledge and recognize that gender is an important attribute to development. During the O&OD planning process it is thus important to get variety of opinions from women, men, boys and girls of different categories, including the poorest and most marginalised. The discussion and analysis should enable Community members to express, analyze and deliberate on gender issues for the O&OD planning process.

After the situation analysis it is important to come up with the critical and strategic gender issues (sometimes referred to as the key gender problems) that have been expressed by the Community. Examples of these gender issues may include:

- Inadequate access to safe and clean drinking water near reach
- Girls being at risk of rape because the way to the school passes through a thick forest and bushes
- Unequal gender representation in decision making structures
- Unequal accesses and control to resources among sexes
- Gender based violence such as wife beating and female genital mutilation

To address the gender issues articulated by the Community they must be included in the goals and objectives of their plans. The reason for mainstreaming gender issues in the Community plans is to ensure that the Community development outcomes benefit men and women equally. In some situations it becomes necessary to have male or female specific goal depending on the gender issues emerging from the situation analysis, e.g. the case of female genital mutilation, which violates women's or girls' rights, may need a specific objective in the Community Plan.

In line with specified goals and objectives in the Community Plan, the Community will identify the strategies and interventions that will help to address the gender issues. It is also crucial to indicate in the plan the allocation of resources to implement the strategies and interventions identified in the plans for addressing gender issues.

Finally, monitoring and evaluation should set to assess the extent to which the gender sensitive objectives have achieved in addressing the gender issues that emerged in the Community. To achieve this, the Community development indicators and other monitoring and evaluation tools need to be made gender sensitive. It also calls for gender balance of those involved in the participatory monitoring and evaluation.

Definition of Gender Terms and Concepts

Sex:

Sex portrays biological differences that make up male and females. These features cannot change under normal circumstances. For example, a female and male sex organ is a key characteristic that defines sex.

Sex roles:

Sex roles are biological functions for which a necessary qualification is to belong to one particular sex category. For example, pregnancy and breast-feeding are female sex roles because only members of the female sex can bear children. Such sex roles cannot change.

Gender:

The term refers to social aspects of being male or female. It is the social, cultural and psychological feature that identifies a man or a woman in society. Gender is socially defined.

Gender relations:

Refers to how male and female members relate and interact with each other in the context of social, political, economic and cultural aspects in society. These gender relations are normally determined through the socialization process and reinforced through the individual, the family and Community based institutions, cultures and ideologies.

Gender roles:

These are different tasks, responsibilities, and expectations the society has defined and allocated to men and women, girls and boys. They are not necessarily determined by biological makeup, and therefore they can change with time, and according to the situation. All roles according to sex are social roles and they have been changing over

Gender balance:

This involves intent of ensuring that people both of sexes enjoy equal or proportional opportunities. One example could be, having equal number of male and female in the Community water committee.

Gender equity:

Just treatment, balanced recognition and appreciation of both women's and men's potential in Community and other spheres.

Gender neutral:

Planning for women, men boys and girls are taken as homogenous, not taking into consideration as being different in needs and roles. For example, gender neutral planning does not show specifically how it will address gender based needs and issues. Such a plan will refer to Community as if it were homogeneous.

Gender awareness:

Women and men perform different roles in society, and have different needs that must, therefore be recognized. It also refers to planning, implementing, monitoring and evaluating programme with gender awareness or gender sensitivity.

Empowerment:

It is the process by which people take control and action in order to overcome obstacles. For women it is the process by which women mobilize to understand, identify and overcome gender discrimination in order to achieve gender equality.

Gender discrimination:

Gender discrimination means individuals are treated differently on the basis of their sex. In many societies, this is maintained by structural discrimination against women in the distribution of income, access to resources, and participation in decision making. For example, denying female children (girls/daughters) the right to inherit their parent's wealth is gender-based discrimination.

Gender equality:

Equal rights and opportunities for women, men girls and boys in all political, social, legal and economic sectors.

Gender gap:

It is a measure of gender inequality, and a useful development indicator. For example, we can measure the gender gap between boys and girls in school enrolment. Thew Ero School in Arusha in 1999 enrolled 90 boys against 105 girls of school going age.

Gender mainstreaming:

It is a process whereby gender issues and male/female specific issues and concerns are incorporated in all development processes. The key mainstream aspects of development process are policy, legal system, planning, and political system. Gender mainstreaming aims at ensuring equality in development and thus enhances sustainability.

Gender categorization in the development process:

This concept emphasizes on gender in development. Furthermore this concept requires that there be a procedure for (including) considering gender in the whole process of development especially in formulating plans and policies. The success in gender categorization in the process of development will enhance gender equality in society and ensure sustainable development.

Gender in planning process

The following are steps that incorporate gender issues during preparation of plans based on O&OD participatory planning methodology.

(i)   Understand the real Community situation

The objective is to ensure all data and information collection is incorporated and critically analysed based on gender using gender gap analysis. During the planning process, gender issues should be collected from all groups in the Community including women, men, boys and girls and children.

(ii)   Gender needs prioritization:

All genders' needs have to be incorporated in the Community plans.

(iii)   Setting development objectives:

Development objectives should be quantifiable and measurable and have to be gender based. For example, by the end of year 2005, school enrolment should increase from the current 50% of boys and 40% of girls to 90% for all boys and girls who have reached school age.

(iv)   Formulation of strategies:

These are strategic initiatives to achieve the development objectives. For example, with regard to enrolment objective the strategies may include Community sensitization on role of education in life especially for girls and construction of school within the Community itself to improve primary school enrolment to induce more enrolment for both boys and girls.

(v)   Solution:

This involves the actual transformation of strategies into actual actions/interventions. For example, on the enrolment objective the action should be, formation of school committee with female and male members and school mapping.

(vi)   Evaluation:

Implementation progress should be evaluated according to the development objective and has to be gender based.

3.3.2   HIV/AIDS

The HIV/AIDS epidemic is affecting negatively the level and rate of development reached by Tanzanians socially, politically, economically, and culturally. Statistics show a big and continuing degeneration of manpower in work places thereby affecting the whole set up of providing services to the nationals. HIV/AIDS has negatively affected households and the society in general in as far as livelihood is concerned due to prolonged illnesses and deaths of parents leaving children dire distress and augmenting the burden to relatives and the Community in general.

It is important therefore to make sure that all development plans in all levels consider the issue of AIDS. It is important to ensure that the whole procedure of planning, implementing, monitoring and evaluating of development plans consider HIV/AIDS in mind if successful implementation of planned objectives is to be attained.

HIV/AIDS is Acquired Immune Deficiency Syndrome. The HIV/AIDS virus attacks the immunity system of the body and destroys the ability of the body to fight diseases. Many people with HIV/AIDS die from opportunistic diseases such as TB, diarrhoea, malaria, and other diseases. HIV/AIDS has neither cure nor vaccine.

How HIV/AIDS is transmitted

The main way of transmission is unsafe sex and this accounts for more than 90% of all cases. Other ways include, transfusion of infected blood, sharing of items that can pierce the skin (for example razor blades) piercing tools, FGM and circumcision as well as from the mother to foetus, during delivery and breast feeding.

Symptoms of HIV/AIDS infection

- Loss of energy with no apparent reason
- Loosing weight by 10% in a short time
- Diarrhoea for more than one month
- Frequent fevers for a long time
- Swelling of the lymph glands on the neck and armpits
- Difficulty in breathing and coughing accompanied by stabbing pain
- A white layer and mouth ulcers on the lips, in the mouth and on the throat (feeling pain when swallowing anything)
- Mental imbalance due to the affected brain and the skin surrounding the brain and spinal cord)
- Ulcers/wounds in private parts
- Itchy scurvy
- Being anaemic
- Skin cancer

Rate of transmission

By the end of the year 2000 Tanzania Commission for AIDS (TACAIDS) estimated the number of people with HIV/AIDS to be 700,000 and those who are HIV positive were estimated at 2,000,000. 70.5% of the infected are in the age bracket of 29 to 49 years. 15% of the infected are in the age bracket between 15 and 24 years. Women are infected at a younger age. Of the new cases 69% are women of the age 15 and 24. In the same period 70,000 infants were infected. According to the 2003-2004 Tanzania HIV/AIDS Indicator Survey (THIS), 7% of Tanzania Mainland adults are infected with HIV. HIV prevalence among women is higher (8%) than among men (6%).

Reasons for HIV/ AIDS transmission

The main reasons behind HIV/AIDS transmission among others are poverty, illiteracy, lack of protective gear, lack of important information about HIV/AIDS, lack of involvement of especially youths in the Community in formulating strategies to combat HIV/AIDS, and lack of youth friendly health services.

Lack of important information about HIV/AIDS:
Though a lot of people know the effect of AIDS, their knowledge is only superficial. For example many people have started using condoms in temporary sexual relationships, the use of condoms is abandoned after a short while of a continued relationship. This shows a weakness in the understanding of HIV/AIDS.

Lack of participation of children and youths:
At various levels, children and youths do not participate in formulating strategies to combat HIV/AIDS. Instead they are required and expected to do things they have no insight of. As a result they do not do them because they do not know their importance. In places where the children and the youths have been made to participate in strategy formulation to combat HIV/AIDS, the majority of them have better understanding and determination to implement the strategy.

Unemployment:
At household level, most parents cannot afford to give parcels of land or other resources to their off springs so that they may fend for themselves. The result is that many young people do not have anything to do and for males, many are in danger of getting involved in malpractice's including sex and rape. As for the females, most of them are not employed and end up doing domestic chores and some get involved in commercial sex for their livelihood. All this plays part in the spread of HV/AIDS.

Lack of counselling and protective tools:
In most Villages there are no counselling services in respect of protecting people from venereal diseases and HIV/AIDS. Most young people once infected by venereal diseases are shy of going to the dispensary for fear of being rebuked by the society. The result is that many of them resort to local medicines and other ways which have no guarantee of cure. It has been discovered that in some places the young men use plastic bags in place of condoms. This shows that there is a problem in the availability of condoms and lack of knowledge of safe sex.

The effects of HIV/ AIDS

Effects of HIV/AIDS can be evident and seen in the following areas:

Orphans:
The number of orphans in Tanzania is big and on the increase. As per NACP, it was estimated that by end of year 2000 children rendered orphans due to HIV/AIDS were 800,000. In most cases orphans lose their rights by being denied parental care, education and even balanced diet. Most of them quit school and get into child labour so as to fend for themselves. Some are taken as domestic servants and undergo a lot distress including abuse by elders. Some end up being street children and some street children.

Decrease in manpower:
The youths are the most vulnerable. A lot of young people involve themselves in unsafe sexual practices immediately they come to puberty or start menstruation. About 60% of new HIV/AIDS cases are from the 15 to 25 years age group. Most of them are girls/young women.

Being denounced by the society:
In many cases, those affected by HIV/AIDS together with their families are stigmatized by the society. Children whose parents died of HIV/AIDS are segregated; in some areas widows whose husbands died of HIV/AIDS are also segregated.

Other effects of HIV/AIDS among others are:

- Loss of household property
- Loss of man hours due to illness
- Reduction in productivity
- Increase in medical expenses
- Increase in insurance premium and other social insurances
- Increase in funeral costs
- Increase in dependent families
- Increase in violation of women and children rights

Ways of prevention against HIV/AIDS

There is a lot of work put in the search for a vaccine or cure for HIV/AIDS but with no success so far. Nevertheless, it is possible to slow down the rate of transmission by adhering to the following:

Having one partner: Avoiding indiscriminate sexual intercourse's and sticking to one faithful partner is a sure measure against contraction of HIV/AIDS.

Using condoms: the use of condom and diaphragms for men and women respectively can minimize chances of getting HIV/AIDS. However the use of these items requires extreme care and proper use to make sure you do not perforate them. It follows therefore that the use of condoms requires correct and proper instructions.

Avoidance: Avoid sharing toothbrushes, razor blades, ear and nostril piercing tools, circumcision tools etc, which have not been sterilized. Also making sure that injections and other tools and equipment used in hospitals are not used more than once and where they have to be used more than once, they should be sterilized.

Abstinence: Abstinence from the use of drugs and especially intramuscularly administered drugs and where the injection is shared will help slow down the spread of HIV/AIDS.

Women: Infected women should not conceive for they could deliver infected babies or infect the babies soon after birth especially through breastfeeding.

3.3.3   Environmental Management

The meaning of environment

Environment is a collection of everything that surrounds the human being where he is such as the soil, air, water, wild life and forests. The existence of sustainable development includes existence of cleanliness and preservation of the environment. This concept entails the existence of homeostasis in areas of development, customs, basic needs and preservation of natural resources for the present and future generations.

Management of environment

The environment has all sorts of objects/things that surround the human being. Life cycles of living and non living things are interdependent. The removal of one will negatively affect others. On this basis it is imperative to have environmental management

Reasons for Environmental Management

Environmental management refers to the stern measures that are meant to prevent environmental degradation. The most common effects of environmental degradation include:

- Desertification
- Soil erosion which causes quills and canyons
- Dams rivers and lakes being filled by silt and sand and affecting the marine life
- Dirty and unsafe water, which may cause epidemics such cholera, dysentery etc.
- Loss of bio-diversity
- Air pollution
- Domestic hygiene and waste management

Environmental pollution and degradation control plans

This is a major concept in environmental management. Villages and other levels need to integrate their development and environment preservation plans in order to have sustainable development. Actions for environment preservation include:

Residential areas:
- Domestic hygiene and waste management

Soil:
- Mixed farming
- Soil fertilization
- Animal rearing in accordance with the grazing area
- Make terracing of hilly farm lands

Air:
- Mulching
- Proper waste disposal

Water:
- Prohibit building houses and other destructive activities near water catchments areas
- Prohibit dumping of waste in rivers, dams, lakes and the ocean
- Encourage planting of water preserving plants
- Control silting in rivers, dams and lakes

Wild animals and marine life:
- Protect and conserve forests and game
- Protect and conserve marine biodiversity

Forests:
- Prohibit indiscriminate harvesting of forests
- Control wild fires
- Tree planting
- Provide for forest reserves
- Develop alternative sources of energy so as to cut down the use of firewood.

3.3.4   Good Governance

Governance comes under severe pressure because of corruption, poor accountability, overloaded and inefficient legal system, which hinder satisfying the fundamental human rights, and erosion of meritocracy in public service. The government being aware of this situation has been undertaking several initiatives to address some of the problems of governance. Reasons for these problems are numerous but one of them is lack of participation on the part of the society to have a say in their development activities. That is why the government has taken deliberate measure to empower the masses to participate in deciding and planning their own development.

Participation brings transparency and accountability at all levels. Also participation makes the government accountable for what the people want instead of the government deciding on behalf of the people. For example, at the level of the Village Council many people do not attend meetings due to the fact the leaders are not transparent, do not involve the people in decision making, **shoddy implementation of development** plans, and embezzlement.

Good governance is catalyst in the change of social outlook and the rule of law. This can be attained by educating the society as to their primary rights, which are again a catalyst for responsibility, transparency and accountability. It follows therefore that the society in the light of developing a culture of participation, should exercise their basic right in decision making on various issues through meetings and various Village committees.

This entails being open and challenging leaders who are not fit and do not adhere to the principles of good governance and the rule of law.

3.3.5 Disaster Management

A disaster is a serious disruption of the functioning of systems in a society causing wide spread human, material and environmental losses, which exceed the ability of the affected society to cope with using its own resources. The occurrence of disasters can be termed as a rapid or slow onset depending on the speed and span of time of origination and impact. Both natural and human made disasters can be slow or rapid. Disasters can produce complex emergencies in some incidences. The security of a disaster impact on pollution is dependent upon its capacity to absorb, deflect or manage the actual disasters.

Types of Disasters

There are three types of disaster namely: natural disasters, human-made disasters and complex emergencies.

Natural Disasters:
These are disasters occurring without influence of human being. These could be slow onset (slow to develop or take place) like drought, desertification, famine, diseases and environmental degradation, or rapid onset (little or no warning) such as earthquakes, cyclones, hurricanes and volcanic eruptions.

Human-made Disasters:
These are disasters caused by human influence. Some typical human-made disasters are: building or dam collapse, e.g. due to sub-standard workmanship or poor design; civil unrest, e.g. riots, disorder between different groups or between one particular group and the security forces; crowd related, e.g. disasters in which nothing else is involved other than the crowd like stampede in the sport grounds; industrial and transport accidents, e.g. chemical factories, oil installations, nuclear plants and pipelines, collisions or crashes involving aircraft, trains, motor vehicles and ships; terrorism, e.g. assassinations, hostage taking, planting of bombs.

Complex Emergencies:
These are disasters caused by a combination of disasters for example prolonged conflicts and wars may lead to other disasters such as famine, epidemics, refugee influx, etc.

Causes of Disasters

Poverty:
Poverty is one of the people's vulnerability to disasters. An impoverished people, who lack education, usually lack the economic power to cope with hazards of their surroundings.

Uncontrolled/unchecked population growth:
Ungoverned population growth can lead to settlements in hazardous area susceptibility to disease, competition for scarce resources, and civil strife.

Rapid urbanization and migration:
Rapid population growth and migration are related to rapid urbanization. The rural civilians in an area of conflict move to urban areas in search of economic opportunities and security. These massive numbers of urban poor increasingly find fewer options for availability of safe and desirable places to build their houses. Here again, competition for scarce resources inevitable consequences of rapid urbanization can lead to man-made disasters. Many flooding disasters are closely linked to rapid unchecked urbanization forcing low-income families to settle along the banks of flood-prone rivers.

Environmental degradation:
Many disasters are either caused or exacerbated by environmental degradation. Deforestation leads to rapid rain runoff, which contribute to flooding. The destruction of mangrove swamps decreases the coastline ability to resist tropical winds and storm surges.

Lack of knowledge and information:
Disasters can also occur when people who are vulnerable, have not been educated on how to get out of harm's way or take protective measures at the inset of a disaster event. This ignorance may not necessarily be a function of poverty, but a lack of awareness of what measures can be taken to build safe structures on safe building sites. People may be unaware of safe evacuation routes and procedures. Others may be unaware of where to turn for assistance in time of acute distress.

War and civil strife:
War and civil strife are regarded as hazards or extreme events that produce disasters. War and civil strife often cause the displacement of the population. The causal factors of war and civil strife include competition for scarce resources, religious or ethnic intolerance, and ideological differences.

Disaster Management

Disaster management is a comprehensive term used to describe all activities relating to the reduction of disaster damage. These include both pre and post-disaster activities. Disaster management is thus a continuum of inter-related activities and not a series of events, which starts and stops with each disaster occurrence.

Elements of Disaster Management

Disaster management has three major elements,:

- Disaster preparedness
- Disaster response
- Disaster mitigation

Disaster management has three major goals as follows:

- Reduce (or avoid if possible) the potential losses from disasters that occur because of the interface between a hazard(s) and vulnerable population
- Ensure prompt and appropriate assistance to population affected by disasters and
- Achieve rapid and durable recovery.

Disasters experiences in Tanzania

- Major accident
- Internal/ international conflicts
- Strong winds
- Drought
- Earth quakes
- Epidemics
- Fire
- Floods
- Land slides
- Destructive animals, birds and insects
- Refugees
- Disaster resulting from technology
- Volcano

3.3.6 Human Rights

Human rights are values that ought to be accepted and enjoyed by all human beings. These rights have been a part of all societies and have changed and developed over time and continue to change as humanity develops. They are the basis of the enjoyment and protection of human life.

Salient features of human rights are:

- *Indivisible*: All rights belong to all human beings no right can stand on its own.
- *Interdependent:* All rights are dependent on one another. For example, the removal of the right to education means that the right to freedom of expression is automatically affected, and vice versa.
- *Inviolable*: They cannot be taken away from any human being. Human rights are personal to the self and not transferable.

For all human rights, there exist:

- Claim holder: the person whom the right belongs
- Duty bearer: the person/institution who is responsible to make sure that the rights of the claim holders are met

According to all Human Rights Conventions, the State is the principal duty bearer. Duty bearers have the duty to:

- *Respect human rights: not to go against, directly or indirectly, the enjoyment of the right.*
- *Protect human rights: to ensure that no one else goes against the enjoyment of the right.*
- *Facilitate human rights: to create an environment or a situation whereby the rights can be enjoyed.*
- *Fulfil human rights: to take all measures required to ensure that all people enjoy their rights.*

Steps and elements in human rights approach to planning

Causality analysis

Causality analysis starts with assessment to determine which rights are either violated, neglected, or are at risk. In this process, assessment should aim at revealing groups or individuals in society that are most affected. Assessment should also focus on the problem as applicable in given areas. Causality analysis is about assessing the problems that relate to rights violation and the reason(s) for this.

Causality analysis is arranged in a hierarchy to show levels and relationship between causes at immediate, underlying and basic levels. The first level of causality – **immediate cause** – relates directly to the individual(s) who are right claim holders. The 30% of the children who have not been enrolled in school are claim holders. The immediate cause of not being in school may be that the children are asked by their parents to assist with family livelihood activities such as farming, small business or looking after siblings. If for instance, action is to be taken only at the immediate level, punitive measures might be taken against the parents without recognizing that there might be other causes at other levels.

> ***Examples of child human right violation:***
>
> Thirty percent of children of school going age in Kona Village are not in school**.** These children are not enjoying their basic human right, education. The questions that may be asked are: who is most affected in terms of sex (female or male children), age (7-13 years), from which households? Why are they not in school? Such questions seek to do an analysis of the reasons preventing the children from enjoying their right to education. This is referred to as causality analysis.

Second level of analysis is **underlying causes**. This level looks at reasons related to service structures, facilities/systems serving households, and right holders. Several clusters of underlying factors explain reason for the 30% of children not being in school.

- school facility being far away from residence
- numerous school contributions that parents cannot afford
- Parents not informed that primary education is a basic human right for their children
- The school environment not attractive to children, e.g. it is in shambles
- Taking action at underlying level is important but not adequate. The most important level of causality is at **basic causes**. This level deals with basic structural factors related to social, economic, political and cultural structure.

Taking the example of the 30 percent of children not being in school, several basic factors explain the causes:

- *Poverty:* parents cannot meet school contributions. Some children are asked by their parents to help with petty business to supplement family income.
- *Gender relations:* girl children are often forced to stay home and look after siblings.
- *Poor distribution of the education budget:* a school being in such a poor state that does not attract children to attend.

Note that causality analysis will apply in the O&OD planning process when conducting the data collection and analysis exercise. It is very important to articulate causes of development gaps at all three levels, with emphasis on the basic level of causality. The findings of the causality analysis will establish extent to which human rights of the Community members, especially those of women and children are violated and will help to determine goals to set for fulfilment of rights.

Role pattern analysis

- For each of the causes, immediate, underlying and basic, it is important to identify the duty bearers. Duty bearers are accountable for facilitating the fulfilment of rights.
- It is important to stress that the principal duty bearer is the state at all levels. The state may not be able to fulfil all the rights, but it should ensure that it respects and facilitates.
- Other duty bearers include the individual, family, Community, etc. There are also others who, out of a sense of humanity, take responsibility for others. These are not duty bearers in the strict sense, since they cannot be held accountable.
- Role pattern analysis aims to arrive at a list of the most critical duty bearers (responsible persons/institutions) and their relationship with the claim holders whose rights are violated. *Example, Juma who is* nine *years old and an orphan has not been enrolled to class one. Juma has a claim of right to be in school.* Those who have the duty to ensure that Juma attain his right to be in school may include his uncle, aunt and grandmother. These are the immediate relatives against whom Juma's claim of rights can be made.
- Note that the claim holders themselves have the duty to ensure that their rights are met. It is thus important to recognise that a duty bearer at lower societal level, such as a parent, is also a right holder against duty bearers at higher levels, such as the District Authority, Government departments and ministries.
- The role pattern analysis in the O&OD planning process will require that the Villagers/Community identify the key responsible persons (duty bearer) for action to take place (that include rights fulfilment). As much as possible, the analysis should address all levels of society from the household to the national level.

Capacity analysis

The key question at this step is: why don't the duty bearers perform their duties? In the case of the O&OD planning process, reference is made to responsible organisations such as the Village Government, different committees, parents, teachers, Community members, the technical staff at all levels, etc. It is important to assess and analyse to what extent those identified as duty bearers have the capacity to fulfil their duties. Capacity within the human rights approach to planning (HRAP) has been defined in a wider scope than in the past. In the context of HRAP capacity looks at whether a duty bearer has a sense of responsibility, commitment, motivation and resources to fulfil duties. Resources refer to knowledge, skills, information, material and organisation. Other elements of capacity include management capacity and accountability.

Capacity analysis helps to articulate capacity gaps which require interventions to promote Community development and fulfilment of human rights. This is crucial part in the O&OD planning, making sure that interventions planned are directed to those who are vested with the duty to ensure the enjoyment of human rights of all Community members, especially women, children, and marginalized groups.

Key human rights principles to observe during the O&OD planning process:

Human rights approach to planning means making the most significant contribution to the realization of human rights, abiding by human rights principles. *Tanzania Development Vision 2025 spells out goals that form a basic package of the human rights for Tanzanians in the economic, social, cultural, and political aspects*. Human rights approach to planning is both process and outcome. Under this approach, planning should not be done in a way (relating to process) that is contrary to human rights principles.

The O&OD planning should be guided by the following human rights principles:

Participation:

This is particularly true in O&OD Community planning. Unless care is taken to ensure that all groups participate effectively it is very possible to have a Community plan which reflects only the views and opinion of certain members of the Community (e.g. the rich and the elders). Much of the debate over the past few years has been related to the participation of women. Now it is important to realize the importance of including women, young persons and children of both sexes in the O&OD planning process. Effective focus group approach should, for instance, allow for the formation of groups of young women on their own and young men on their own. The inclusion of these youth groups in adult groups could result in their voices not being heard. Also, note that participation should be according to evolving capacities. For example, children of age nine onwards can express opinion and views on things that may affect them.

Inclusion:

This is in-recognition that everyone has the same rights. A Community plan should aim at promoting the enjoyment of rights by everyone including those who are vulnerable or victims of social injustice. Priority actions must be taken to realize human rights not met or least being fulfilled or those that are in danger of not being met.

Obligation:

The O&OD planning process should emphasize obligation to human rights.

- *Obligation to respect*: avoid doing anything that can result in the violation, deprivation or curtailment of somebody's human rights.
- *Obligation to protect*: hinder acts and omissions that may deprive another person of her/his rights.
- *Obligation of facilitate*: assuming a catalytic duty to assist or to ensure that a person(s) whose right is being deprived or not met enjoy their rights.
- *Obligation to fulfil*: require progressive deliberate action to ensure that another person's right is met and sustained.

3.4   Social Preparation

As pointed out earlier, O&OD is a participatory planning process, which sets to empower the communities to be on top of their development agenda. However, this new concept may not be easily accepted and internalized if the players are not adequately prepared to receive it. Therefore, social preparation is the process of inculcating the understanding of the participatory planning process for effective action by all players. It involves awareness creation for the players to understand their roles and responsibilities. It also entails stimulating interest among the players to embrace the process as important in their endeavours. In this regard, social preparation is an essential element for sustainability of the process.

Social preparation could be viewed from two perspectives. First, it could be viewed as necessary steps to be taken in a particular period to prepare for an important activity or process in any social context. In practical terms, social preparation in this perspective includes such activities like preparatory meeting, pre-sensitization activities and other measures for information dissemination. Second, it could be viewed as a state of 'social preparedness' that is persistently inbuilt within the process thus leading to gradual transformation of the society towards 'self-awareness', readiness for collective action and readiness to change. These two attributes of social preparation have synergistic relation.

In the context of participatory planning, Social preparation aims at:

- Self-awareness
- Readiness for collective action (togetherness)
- Readiness to change, to accept new values and new thinking for development and to put these into practice (it is re-orientation of mindset, towards doing things differently, or doing different things to achieve more positive outcomes)

Importance of Social Preparation at Different Levels

From the above three attributes, it is evident that social preparation is important at the Community level, decision-making and administrative levels. At the Community level, social preparation is essentially meant to create a natural atmosphere for the Community to understand and internalize the O&OD process for effective participation. This is an important step towards a genuine ownership of the process – planning, implementation of the plans and monitoring and evaluation.

However, the understanding and effective participation by the Community alone would be meaningless if the priorities identified in their plans are not respected by the relevant authorities, both at the local government and central government levels. Simply put, O&OD would be viewed as a useful process by the communities only if people are confident that the decision makers and administrators at various levels of the government have a similar understanding about the process, and will support it.

As long as O&OD process will be equally valued by all players, planning would not be viewed by the Community as a 'mere formality', but a realistic and important step in transforming their lives. This, eventually, will give a great impetus to the government's determination to ensure the devolution of powers to the people, enabling them to be on top of development agenda, by participating effectively in the preparation and implementation of the their development plans.

Decision Making and Administrative Levels

Articles 145 and 146 of the constitution of the United Republic of Tanzania make a statutory provision for transfer of powers to the people through Local Government Authorities. O&OD planning process is a practical step towards realization of the major goals of decentralization, which is the empowerment of people through participatory planning and implementation of the resulting plans at the grassroots. However, the essence of Participatory Planning as an essential element of the decentralization by devolution should be fully understood and internalized by the key players both at the local government, and central government levels. The understanding of participatory planning would improve both the content of planning and budget by addressing Community priorities and timing of these activities. In this regard, social preparation needs to start at the higher levels to inculcate commitment to the O&OD planning process on the part of the decision makers and administrative cadres. Once this understanding is realized, it would be much easier for the decision makers to support the O&OD planning process at all levels, and allocate resources for the implementation of Community development plans accordingly.[2]

Social Preparation at Decision Making and Administrative levels

Objective: To raise awareness and understanding of the O&OD planning process among the key government officials. This is meant to make these high ranked officials aware of the importance of Community plans, and to secure their effective support of the process.

Premise: Authorities will make decisions on something they fully understand. With absence of clear understanding, their decisions would end up jeopardizing Community efforts. Furthermore, the communities would consider something important to them when they know that the authorities are aware of it, and will make decisions to support it.

Awareness building for clear understanding of the process at the decision making and administrative levels could involve the following key officials:

Permanent Secretaries of all Ministries:

These officials have important role to play in the formulation and implementation of government policies in their respective ministries. Their understanding and commitment to the O&OD process would be important particularly for more effective policy coordination to address Community needs. This is important due to the multi-dimensional nature of the Community needs, which in most cases require critical decisions and actions that cut across ministries and sectors.[3] Therefore, in order to ensure that the implementation of policies efficiently translates into 'people's development', a clear understanding of participatory planning by these decision makers is important.

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[2] It is understood that there is a limit to what communities could do to implement their plans. For instance, a certain Village could identify 'reduction of child mortality' as a top priority, with construction of a dispensary as one of the steps of implementation. The Villagers could then contribute effectively to have a dispensary building in place. But a dispensary building alone would be useless, unless the LGA and the Health Ministry recognize the importance of equipping the facility, and sending required human resources and supplies

[3] Coordination is important for comprehensive implementation of Community development plans, since Community needs are 'multi-sectoral'. Therefore, proper coordination is needed to avoid duplication of efforts or non-implementation. For instance, 'reducing maternal mortality' would involve actions by health, education, agriculture (nutrition), infrastructure, etc, to realize the intended goals.

Regional Administrative Secretaries:

Regional Administrative Secretaries are expected to give advice on the LGA plans, which, to a large extent, are made up of Community plans. To perform this duty effectively, these officials should have a clear understanding of the O&OD planning process.

Social Preparation at LGA level

Objective: To raise awareness and understanding of the participatory planning at the local government levels for effective coordination of planning and implementation of Community plans.

Premise: LGA officials are the ones working with the communities in the entire process, i.e. planning and implementation of the plans. If they don't have an in-depth understanding of O&OD process, it would be difficult to realize the much needed attitude change at these levels.

Council Directors:

An in-depth understanding of participatory planning by these officials is important because these are the ultimate coordinators of the O&OD at the LGA levels. Moreover, as provided for by Local Government Act No. 7-10 of 1982, and Articles 145 and 146 of the Constitution of the United Republic of Tanzania, the LGAs have the right and power to participate and involve people in the planning and implementation of development programmes within their jurisdiction. But the LGA officials could effectively utilize the granted rights and powers if they understand the essence of Community development planning. This aspect cannot be overemphasized given the fact that, with participatory planning, the LGA plans are expected to be largely made up of Community plans.

Capacity Strengthening as part of Social Preparation

Objective: To strengthen the capacities of the relevant technical officials both at PMO-RALG and at LGA level for effective and efficient coordination of the O&OD process.

Premise: The technical officials both at PMO-RALG and LGA level, and the ultimate coordinators and facilitators of the O&OD process. Capacity strengthening for these officials is important to ensure a genuine understanding of the process.

Technical Officials at PMO-RALG:

PMO-RALG is the overall coordinator of O&OD planning process. The technical officials at this coordinating ministry should understand clearly the key elements of ongoing reforms, particularly the aspects of decentralization by devolution, and the essence of O&OD planning. Given the Government's resolve to de-concentrate and strengthen local autonomy through Decentralization by Devolution (D by D), it is important for technical officials at PMO-RALG to understand fully the essence of participatory planning as integral component of decentralization. This understanding could be inculcated among these officials by exposing them to various trainings on participatory planning. As part of capacity strengthening, it would also be useful to expose these officials to the experiences of other counties where participatory planning has been effectively utilized to transform people's lives.

LGA officials:

The LGA officials are the ultimate coordinators and facilitators of the process. These are the ones responsible for facilitating the communities during the preparation of their plans, and implementation of these plans. Capacity strengthening is important for these officials to understand clearly the essence of O&OD process, and be able to coordinate and facilitate the Community effectively.

Facilitators (National Facilitators, District Facilitators and Ward Facilitators):

The effectiveness of the O&OD process will depend on the level of understanding of facilitators, and their facilitation skills. The extent to which these facilitators understand the process will significantly influence the quality, since they are responsible for imparting the necessary knowledge to the Community. More effort is needed to 'groom' the National Facilitators (NFs), District Facilitators (DFs) and Ward Facilitators (WFs), to ensure that they internalize the process fully and thereafter, carry out the facilitation effectively. Currently, their understanding of the essence of participatory planning remains shallow, and in most cases, is based on the experience of previous approaches, particularly the Participatory Rural Appraisals (PRA). Therefore, the Facilitators should be exposed to much in-depth training about the process, and appropriate facilitation skills.

3.5   Review and Backstop

O&OD roll-out is done only once in the LGA with the financial and technical support from Central Government, where the communities are facilitated to prepare their development plans. However, in the subsequent years, Community plans should be updated to reflect the status of implementation and changes in the Community priorities. This is done through review of Community plans. *Review* is a process of updating the existing plans under communities' initiative. The review process involves re-planning on the basis of information generated from monitoring and evaluation. The process should be scheduled annually in order to respond to changing Community needs, and changing policy environment. In this regard, the prioritized plans prepared by the Communities become rolling plans, feeding into LGA's MTEF.

Backstop refers to the efforts done by LGAs in facilitating and strengthening communities' development activities. The key players here are the CMT, LGA and Ward officers. It involves provision of technical and financial support, and dissemination of information, especially on various National Policies and Strategies, and sectoral policies, strategies, and guidelines to the communities, to facilitate processes of re-planning, implementation, and participatory monitoring and evaluation (PM&E). While providing this much needed backstopping to the Community, the LGA should keep a stance on fostering ownership and building capacity of the communities. *Review* and *Backstop* promotes Community ownership of the process, making people aware of the current Community priorities, thus facilitating optimal use of resources not only based on the Community priorities but also in accordance with national and sector policies.

4   OPPROTNITIES AND OBSTACLES TO DEVELOPMENT PLANNING PROCESS

4.1   Community Entry Protocol and Social Preparation

Before starting the process of participatory planning, it is important to consider the protocol of entering into the Community. This protocol includes giving prior notice to the leadership at various levels (District, Ward, and Village) about the necessary preparations for participatory planning exercise.

The cup below is an illustration of Community entry protocol.
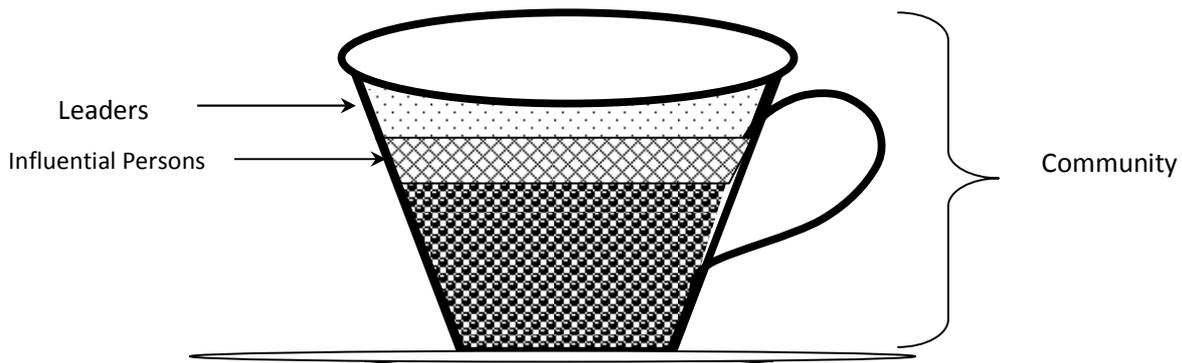
Figure 4.1 Community Cup

Leaders and influential persons have an influence over the Community. When you want to send information to the Community on the activities you intend to undertake, it is important to communicate with the leaders and influential people who will in turn explain to the Community on the purpose of your activities. Informing the leadership and the people in advance helps them to understand the importance of the exercise and to respond by participating fully. Also it helps to create good relationship between the facilitators and the Community.

Whenever one enters a Community, she or he should anticipate varied responses from different groups as illustrated in the following Community adoption model.
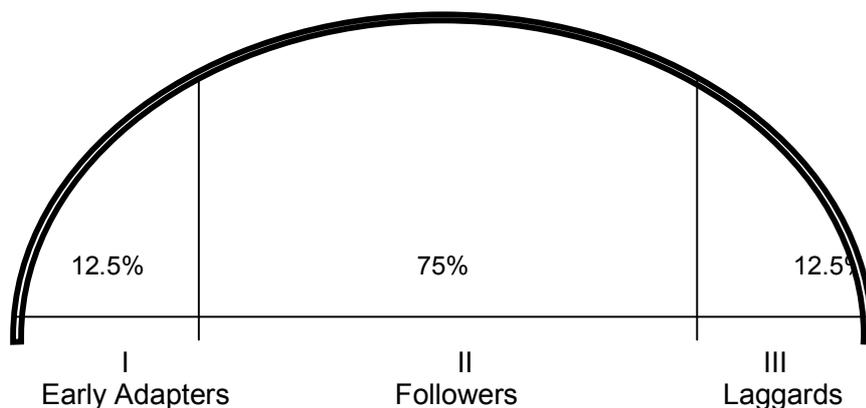
Figure 4.2 Community Adoption Model

In a Community, there are three groups of people who respond differently as follows.

- Those who readily accept changes: these are few and set an example to others
- The followers: these are the majority in the Community
- The laggards: these want slow changes and it is not that they do not want changes or are against changes but rather they lack clear vision or implications of the change

Social Preparation at the Community Level

Objective: To inculcate the understating of the Community about participatory planning, reasons for participatory planning and the importance of collective action for development. Also, it is meant to instil the much needed commitment by the Community authorities and Community members at large.

Premise: For true ownership, the Community should conceive the process as 'natural as possible' from the very beginning (it should be truly localized). The intention is to ensure that the Community does not view it as an imposed 'artificial' process that 'is brought' to them, and would disappear immediately after rollout.

The Context and rationale of Social Preparation at the Community Level

Social preparation in the context of O&OD planning is an essential stage of participatory Community organization. It is a process of preparing the Community members for a deeper participation in their own development. While participation is the central theme in O&OD planning process, one crucial aspect that still needs attention is the quality of participation. It is important that Community members participate in the process with keen interest, knowing that social preparation is meant to address that aspect during the planning process, and to strengthen a sense of ownership for effective implementation measures. This, in essence, amounts to 'deepening participation' by the Community members to plan and implement their plan.

The key aspects of Social Preparation

Social Preparation includes the following important aspects:

- Stimulating Community's understanding of problems and needs, constraints and potentials/capabilities
- Creating awareness on the part of the Community and 'readiness' to participate with keen interest
- Inculcating as sense of 'togetherness'
- Stimulating a sense of 'responsibility' and commitment for the Community members to feel that their responsible for their development
- Building confidence on the part of the Community to be confident that they can achieve and a sense of determination
- Stimulating forward-looking attitude and positive aspirations
- Fostering sense of accepting change (readiness to change, and internalizing new values for development)
- Fostering mutual trust between the Community and their leaders, between Community members and facilitators, between facilitators and Community leaders

The above aspects converge to the three pillars of social preparation that were identified earlier, which are: (1) Self-awareness; (2) Readiness for collective action; and (3) Readiness to change – that is, re-orientation of mindset, towards doing things differently, or doing different things to achieve better outcomes.

Awareness and Preparation prior to O&OD process

O&OD process will be kick-started by two-day Awareness Raising Workshop, which brings together LGA officials, influential persons and politicians at the LGA level. During the Awareness Raising Workshop, the participants will be exposed to the background of planning, the essence of participatory planning, review and backstop[4]. The other important aspects which will be emphasized include the objectives in the TDV 2025 and cross-cutting issues. To enhance the understanding of the issues the workshop should be organized in presentations, group works, and plenary discussions.

At the Community level, preparations for the process should start with a well planned Preparatory Visit (Pre-visit). During the pre-visit meeting, the facilitators should clarify the key issues about the process and prepare the ground for Community participation. The facilitators should also facilitate the participants during the pre-visit meeting to understand the objectives of TDV 2025, which is the broad policy guide for the preparation of Community Plans, and prioritize according to the Community needs.

Another important activity during the pre-visit is a dialogue between the facilitators and the Village Council/WDC members, to identify the most effective ways for Community sensitization as part of social preparation prior to the launching of O&OD process in the Community. Different methods could be used for sensitization in different communities, depending on the Community specific conditions. In some communities, sensitization could be effectively done by the use of social groups existing in the Community such as, youth groups and traditional dancing groups (ngoma). In some communities, there could be other traditional ways to get the message down to the people, which could include house visits by Community leaders, informal meetings for information sharing in parts of the communities for instance, at hamlet level in the Village and announcements and sensitization using public address systems (usually, someone, or a group of people taking the message to the Community members using loudspeakers).

Two days should be used for social preparation prior to the Extra-ordinary meeting to launch the O&OD process at the Community level. Based on the discussions on the effective ways for Community sensitization during Pre-visit, the facilitators should do the necessary facilitation for social preparation. In some communities, the social groups such as traditional dancing groups (ngoma) could be chosen as effective means for sensitization. In this case, during the first day, the facilitators should facilitate the social groups, who will take the message down to the people during the second day. Facilitation should focus on among other things:

- The importance of participatory planning
- Inviting Community members to participate effectively in the Extraordinary Village Assembly for Launching of the O&OD process

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[4] Review and backstop is included here since the heads of departments are among the participants in the awareness workshop, and they have an important role to play in the R&B process.

The facilitation should be carefully done to make it simple for the social groups to understand, and convey the information to the Community members easily. Where possible, Community sensitization could start on the same day. The second day should be used exclusively for Community sensitization, and information dissemination to the Community members. The sensitized groups should take the message to the Community members under the coordination of the Community leaders, and backstopping of the Facilitators.

4.2 Launching of the Community Planning Process

This extra ordinary Village assembly is a special day for the facilitators to meet with Villagers. The objective of the meeting is to explain to the Community the purpose of the exercise of preparing plans using the Opportunities and Obstacles to Development, how and who will participate, agree on the timetable for the exercise and other logistical issues. The Community should be allowed to ask questions for further clarifications. Thereafter the Village assembly will do the following:

- Form focus groups on the basis of hamlet, gender and age group representation (elders and youths). Also, the formation of focus groups should consider a representation of vulnerable groups in the Community.
- Select 6-10 Community resource persons. Criteria for selection of Community Resource Persons shall be: who can read and write; who are committed to development issues in the Community; who are acceptable and respected by the Community.
- Select map drawers
- Set criteria for household wealth ranking
- Draw Village/Ward sketch map
- Agree on the root for transect walk (Rural Process Only)
- Carry on household wealth ranking

4.3 Data Collection

Data collection for O&OD process should begin immediately after the information has been received by the Community from the LGA. Usually, the letter to inform the Community about the process is sent with a data collection form as an attachment. [5] The data form will guide the Community leaders in gathering preliminary information prior to the commencement of the planning process, and more clarification will be given to them by the facilitators during the pre-visit. The data will be collected for the purpose of preparing the Community participatory plan using the Opportunities and Obstacles to Development. Data can be collected and presented in numbers, charts, drawings, etc.

There are two types of data:

1. Secondary data: collected from the Village/Ward records and other institutions.
2. Primary data: collected in the field using participatory tools. This data includes:
   - Spatial data
   - Time related data
   - Social and economic data

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[5] The data form for collecting Community information is attached as an annex at the end of this handbook

4.3.1   Spatial data

Spatial data is the basis for identifying existing opportunities and obstacles in the Community. Spatial data include land use, crops, topography, rivers, institutions, soils, and forests. The tools for collecting this data is Village map and transect walk.

Community Map:

The Community map is drawn by map drawers selected during the launching meeting. It uses available means such as twigs, charcoal, stones, leaves, ash, etc. The map is drawn on ground then copied on paper or exercise book. The Community map shows important features including compass, boundaries, settlement, present institutions, different resources, and the legend.
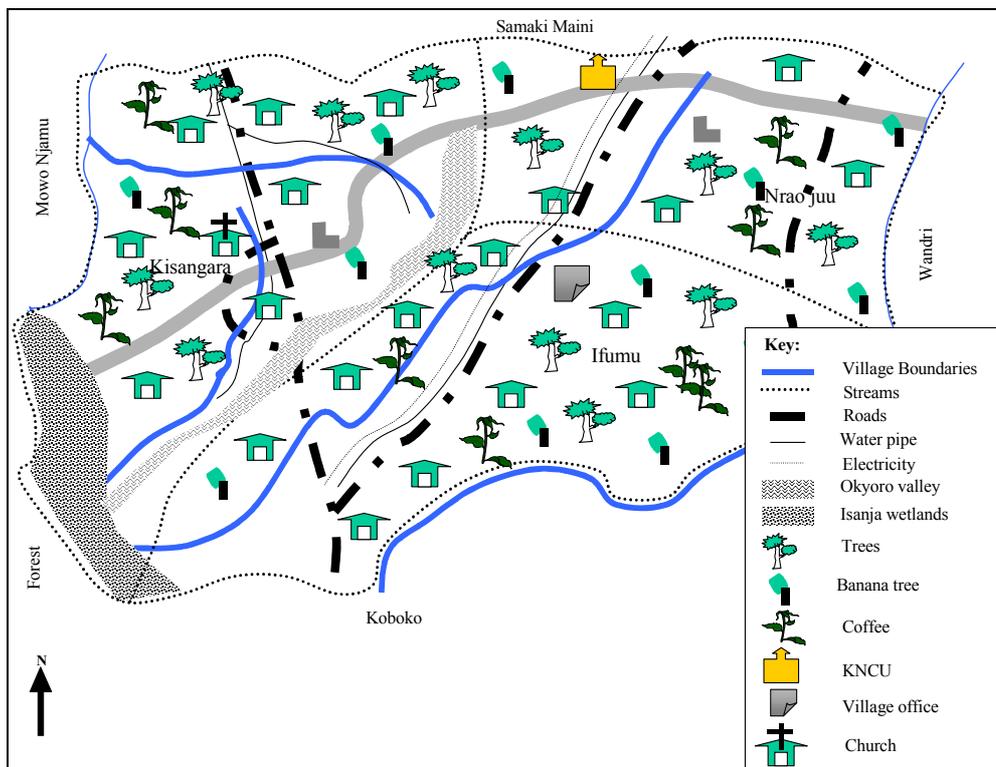
Figure 4.3 Nrao Kisangara Village Map

Transect walk (Rural Process only):

Transect walk refers to the collection of spatial information, through direct observation while walking across a selected route in the Village. This exercise involves both facilitators and the selected Community members. While walking, the facilitators and Community members should note and record field conditions, objects, processes such as environmental degradation and their relationships such as allocation of land to food or cash crops. Information gathered during transect walk will be useful in verifying or confirming the information on the Community map. This information will be used as baseline data during the preparation of Community Plan. This tool does not apply to the urban O&OD process.
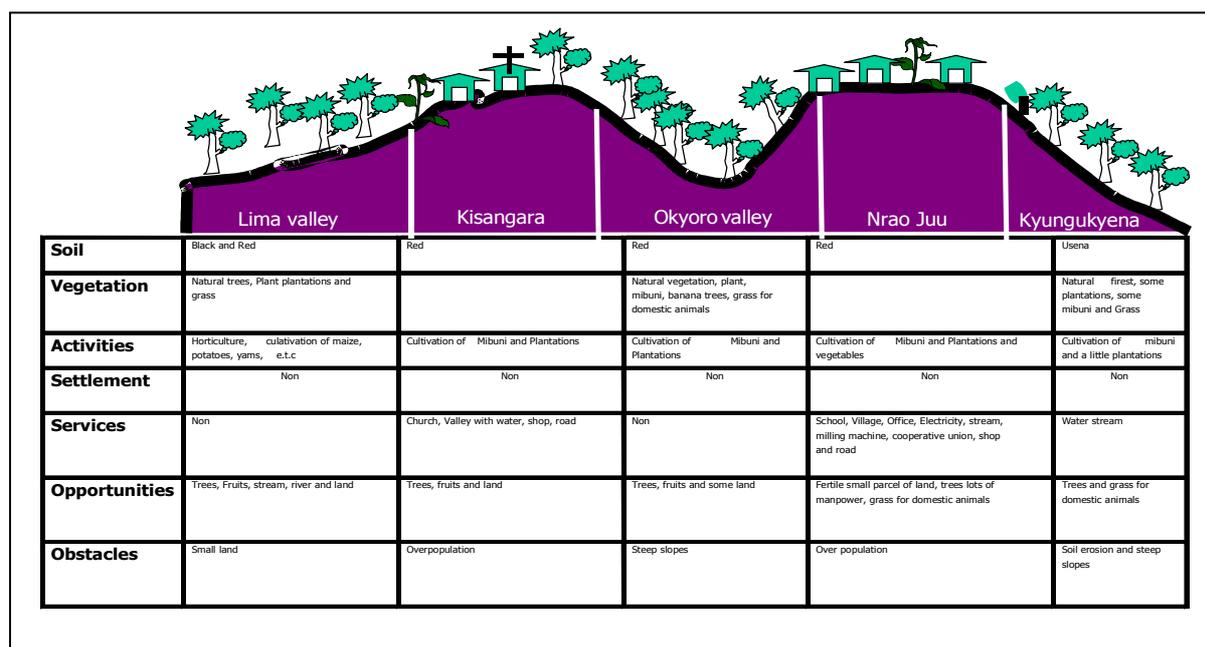
Figure 4.4 Transect Walk – Nrao Kisangara Village

Useful information collected during the transect walk can be used in the cause of solving Village problems e.g., maintenance of water catchments areas, roads, etc.

4.3.2 Time related data

Collection of time-related data is done using Historical time-line and seasonal calendar.

Historical time-line (Rural Process only):

Historical time-line is a participatory tool, which enables the Community members to carry out a simple analysis of the major historical events in their Community. The Community members identify the major historical events, their causes, their effects (positive or negative), and the actions taken (interventions) in response.

Table 4.1 Village Historical Time Lines

Year	Event	Causes	Effects/benefits	Intervention
1939	Hunger	Locusts destroyed crops	· Greater shortage of food · Livestock died	· Animals sold to buy food · Use of irrigation canal and planted quick yielding crops such as potatoes and vegetables
1940	Tarmac road reached our Village	Transport grain from large farms of west Kilimanjaro	· Easy and reliable transport. · Expanded production and secured new markets.	

Seasonal calendar:

Seasonal calendar is a participatory tool which presents diverse information in a common time frame. It compares Community activities, month by month, across sectoral boundaries. It identifies cycles of activity that occur within a life of a normal year.

- It is important to ensure that the seasonal calendar is drawn for what the Community considers a "normal" year
- Examples of commonly used terms include climate, human ailments, the occurrence of foods, water, cash incomes, resting periods, etc.
- Group discussions should be informal, and should be guided with simple questions like "when do you plant maize?" or "When do you harvest?"

Table 4.2 Seasonal Calendar for Nrao Kisanga Village

Description	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Spt	Oct	Nov	Dec
1. Climate												
Rain		▓	▓	▓	▓						▓	▓
2. Farming												
Maize Cultivation	░	░	░	░	░	░	░	░	░	░	░	░
Land tilling	▓	▓	▓									
Planting			▓	▓								
Weeding			▓	▓	▓							
Fertilizer				▓								
Harvesting								▓	▓			
3. Banana and coffee farming												
Weeding	░	░	░	░	░	░	░	░	░	░	░	░
Pruning				▓	▓				▓	▓	▓	
Spraying	▓	▓										
Harvesting			▓									
4. Human Diseases												
Malaria			▓	▓	▓							
Pneumonia			▓	▓	▓	▓						
Diarrhea		▓	▓									
5. Horticulture												
Tomatoes								▓	▓	▓	▓	
Avocados			▓	▓	▓	▓						
Greens				▓	▓	▓						
Cabbage				▓	▓	▓						
6. Administration												
Manpower										▓	▓	▓
Food security							▓	▓	▓	▓	▓	▓

4.3.3   Socio-economic data

Social and Economic data is collected using institutional analysis, impact of socio-economic activities on environment, gender resource map, daily gender activities calendar, household wealth ranking, and sources of revenues and expenditures.

Institutional Analysis:

An institution is an organization, which has objectives and leadership. Institutional analysis helps the Community to know the area of collaboration in terms of good governance (i.e. administration, corruption and transparency), service delivery, gender rights, economic strength and support, social cultural behaviour and influence.

Institutional Analysis enables the Community and facilitators to:

- Identify institutions and their activities
- Appreciate institutions which collaborate with Community in different areas of development
- Be aware of the relationship between institutions in serving the Community
- Reduce work interference
- Understand the institutions which are not within the Community; but which are useful

The following diagrams show examples of institutional analysis.
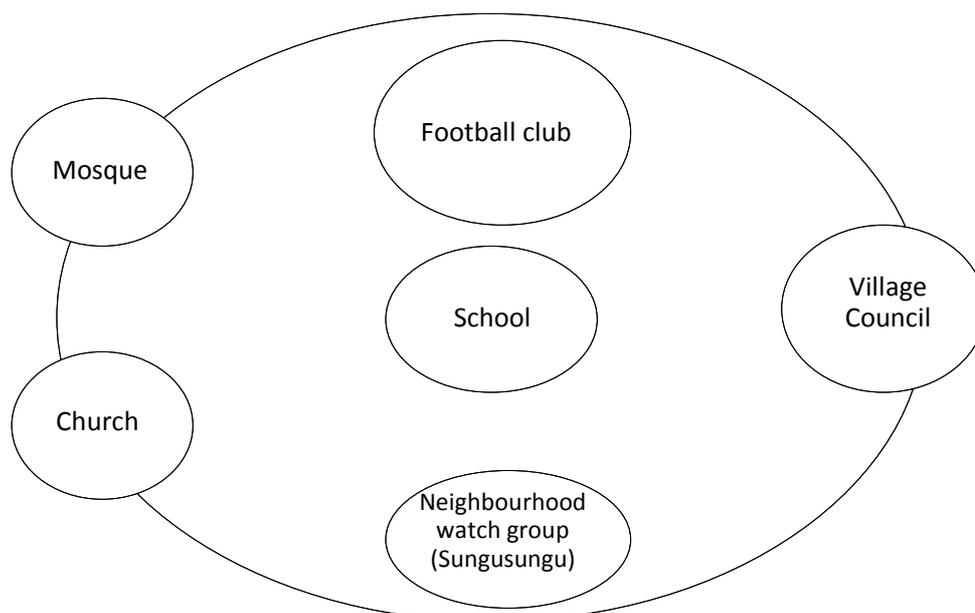
Figure 4.5 The relationship between the Community and institutions

A card which is placed at the centre implies that the institution has a closer relationship with the Community and vice versa. The bigger the card placed in the Venn diagram the more important the institution is to the Community.

From the diagram the results should be summarised in a table as shown below.

Table 4.3 An Example of Institutions and their importance to the Community

Institution	Activities	Score of importance	Strengths/weaknesses
Village Council	- Village administration	1	Village assembly meeting not held No transparency in use of funds
Mosque	- To give spiritual guidance	2	Helpful in times of difficulties Built the only pre-school
School	- To give education to children and adults	3	Good performance of students Not enough classrooms
Church	- To give spiritual guidance	4	Good behaviours of Community church members
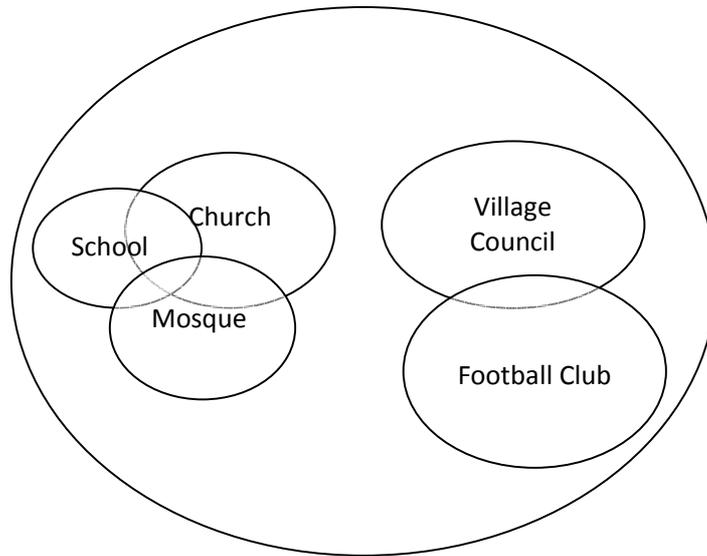
Figure 4.6 Inter-institutional relations

The cards which are closer to each other show that the institutions have good relationship amongst themselves in providing services.
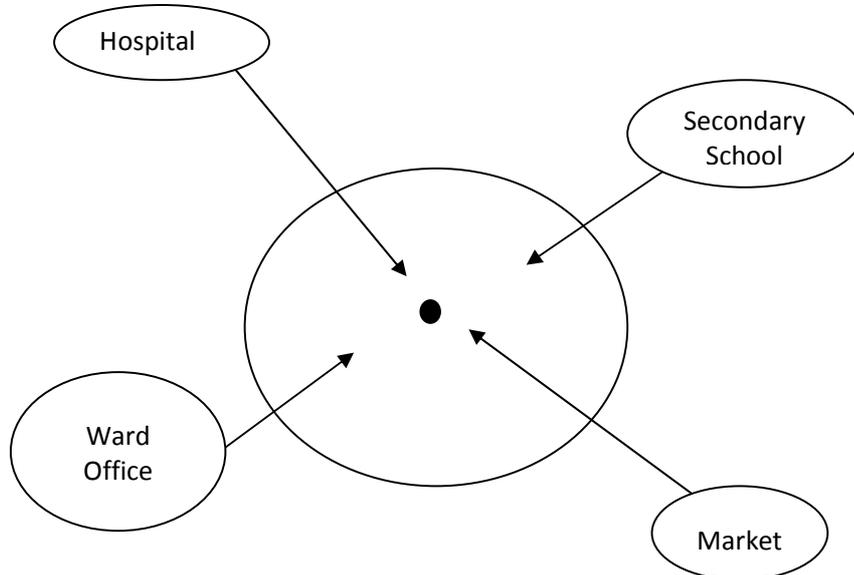
Figure 4.7 Relationship between the Community and external Institutions

The external institutions with arrows closer to the centre have closer relationship to the Community and vice versa. The size of the cards shows the importance of the institution to the Community.

Impact of Social and Economic Activities on Environment

This tool enables the Community to carry out a simple analysis of the impact of normal economic and social activities on the environment. Economic activities could include:

- Agriculture (farming) – including using of pesticides, insecticides, etc
- Animal husbandry
- Fishing
- Trade

Social activities could include:

- Construction of residential houses
- Household Cleanliness
- Cultural activities, like traditional festivals, etc

Relative importance of economic and social activities in the Community could be presented as indicatd in the diagram below:
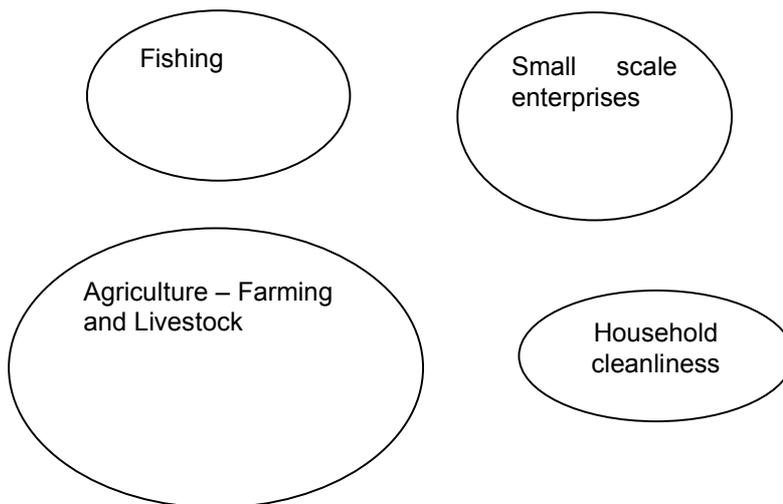
Retative importance of economic and social activities in the Community

The activities that are relatively more important to the Community are presented with bigger cards. In this case, agriculture (farming and livestock) is more important than all other activities

Below is an illustration of the relationship between the identified activities and the environment.

ENVIRONMENT

Agriculture:
Farming and
Livestock

Fishing

Household
cleaning

Small-scale
enterprises
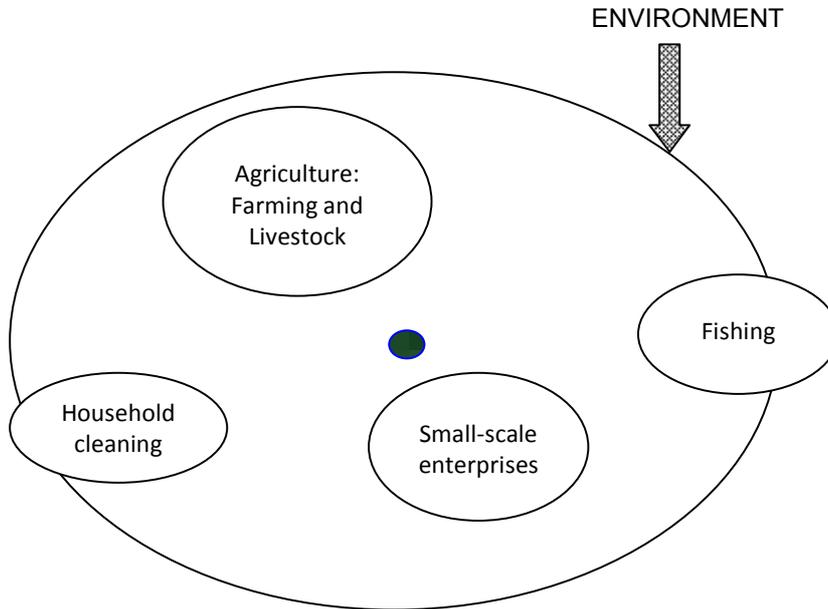
Figure 4.8 Relationship between Community Activities and the Environment

The activity with the biggest impact on environment should be placed near the center of the big circle.

Analysis of the inter-relationship between economic and social activities and the environment can be done using a simple table, as shown below:

Relationship between economic and social activities and the environment

Economic and social activities that have impact on environment	How it is done	Impact/Effects	Intervention
Small Scale Enterprises			
Agriculute			
Animal Husbandry			
Fishing			

The results of this analysis enable the Community to prepare a Community plan that takes environmental issues into consideration.

Gender Resource Map:

Gender resource map helps to learn and understand from the Community's view point: who owns, controls, provides labour, and, is responsible over resources based on sex. It is also used to identify gender gaps in order to rectify the situation.

Cattle	House	Bicycle
O A M	O A M	O A M

Domestic animals	Farm	
O A M	O A M	

Radio	
O A M	
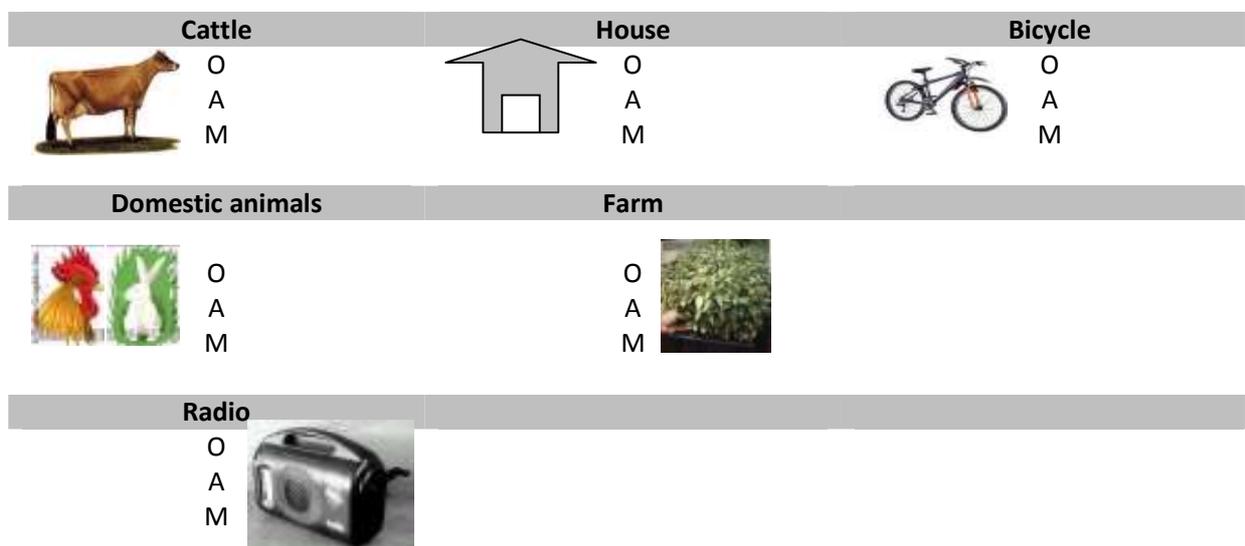
Key: O = Ownership, A = Authority, M = Manpower

Figure 4.9 Illustration of the gender resource map

Table 4.4   Table of Gender Resources Map

Resource	Ownership		Authority		Manpower	
	Men	**Women**	**Men**	**Women**	**Men**	**Women**
Cattle	✓		✓		✓	✓
House	✓		✓		✓	✓
Bicycle	✓	✓	✓		✓	✓
Rabbits/Chicken	✓		✓			✓
Radio	✓		✓		✓	✓
Farm produce	✓		✓		✓	✓
Total	6	1	6	0	5	6

Table 4.5   Analysis of Gender Resource

	Ownership	Authority	Manpower
Women	1	0	6
Men	6	6	5

After the communities have realized the gender gaps, corrective measures should be taken when preparing the plan.

Gender Daily Activities Calendar:

The daily activities calendar is a participatory tool that enables the generation of information by gender and age based on the division of labour at the household level. This participatory tool is useful in revealing gender responsibilities and imbalances.

Most activities in the rural areas are distributed along gender based social notions. This produces activities that are generally done by women, men or male and female children. Nevertheless, in most of these same rural communities, people irrespective of sex are performing some common activities, e.g. farming.

The purpose of this tool is to create understanding on how much flexibility exists between roles played by the male and female, and to what extent their gender relations can be associated with the existing task differentiation.

Table 4.6 Example of a Gender Daily Activities Calendar

Time	Father	Mother	Male child	Female child
05.00	Asleep	Awake	Asleep	Awake
05.00-06.00	Asleep	Fetching water (1)	Asleep	Fetching water (1)
06.00-07.00	Awake	Cleaning environment Preparing breakfast (1)	Awake	Helping mother (1)
07.00-07.30	Breakfast	Breakfast	Breakfast	Breakfast
07.30-02.30	Farm work (7)	Farm work Picking vegetables (7) Collecting firewood	School (7)	School (7)
02.30-03.00	Return home	Return home	Return home	Return home
03.00-04.00	Resting	Preparing food (1)	Resting	Helping mother (1)
04.00-04.30	Lunch	Lunch	Lunch	Lunch
04.30-06.30	Recreation	Washing clothes Caring domestic animals Washing children Preparing bedding (5)	Playing	Helping mother (2)
06.30-07.30				Playing
07.30-09.30			Studying (2)	Studying (2)
09.30-10.30	Asleep	Preparing breakfast for the next day (1)	Asleep	Asleep
10.30-05.00	Asleep	Asleep	Asleep	Asleep
Working hours	7	16	9	14

Household Wealth Ranking:

Household Wealth Ranking is an evaluation of the economic status of every household in the Community. In the rural process, criteria for household wealth ranking set by Village assembly according to the Community's perception should be used. Each household is then ranked as having a poor, satisfactory or good living condition. The steps for carrying out wealth ranking exercise are outlined hereunder.

Steps for household wealth ranking exercise in the rural process:

- Every hamlet chairperson should have a list of household heads
- After Village assembly, the hamlet chairperson retreats with his members to a convenient place where the exercise will be conducted
- The Community Members should be facilitated to select four representatives who know very well the people living in the hamlet. The selection should be gender balanced.
- Facilitators should give clear explanations on how to conduct the exercise
- The list of household heads in the hamlet will be used in wealth ranking, and grading of the living conditions of each household should be done as follows:
  - □ household with *poor* living conditions 1-2
  - □ household with *satisfactory* living conditions 3
  - □ household with *good* living conditions 4-5
- The points scored by each household will be added up with the condition set on the following basis:
  - □ poor 4-8 points
  - □ satisfactory 9-15 points
  - □ good 16-20 points

Table 4.7 An Illustration of Wealth Ranking (Hamlet Level)

| No | Head of Household | Set Standards | | | | Total | Living condition |
| | | Representative | | | | | |
		1	2	3	4		
1	Iddi	1	2	1	2	6	Bad
2	Ramadhani	5	4	5	4	18	Good
3	Doto	3	2	4	3	12	Satisfactory

Result from each hamlet are collected and compiled. This gives results for the entire Village as shown below.

Table 4.8 An overall evaluation of economic capability of households in a Village

| No | Hamlet | Household | | | Total households |
		Poor	Satisfactory	Good	
1	Diola	30	10	5	45
2	Bwela	52	27	13	92
3	Uhundo	67	22	10	99
4	Magema	43	17	9	69
	Total	192	76	37	305
	Percentage	63	25	12	100

Prepare a breakdown of poor households headed by male, female, widows, widowers, elders and vulnerable children as shown below:

Table 4.9 Analysis of households with bad living conditions

Hamlet	No. of head of households	Head of Household						
		M	F	Widows	Elders		Vulnerable children	
					M	F	M	F
Bwela	52	20	32	6	6		4	
Diola	30	15	15	2	4		3	
Ulundo	67	50	17	4	3		2	
Magema	43	15	28	4	5		2	
Total	192	100	92	16	18		11	
Percentage	100	52	48	8	9		6	

Importance of household wealth ranking

- To understand Village/Ward social economic status
- Helps to identify target group especially when there are deliberate plans for poverty alleviation

Note: Wealth ranking in the Urban Process is done based on the criteria set during the Mtaa Assembly/Zonal Meeting. The steps to be followed are the same as in the rural process. The households should be compiled for each Mtaa, and the selected representatives should be very much familiar with the locality and the people living in that Mtaa.

Sources of Revenue and Expenditures:

The O&OD planning process also involves the analysis of expenditures and sources of revenue in the Community for budgeting. Sources of revenue can be internal or external. Identification of sources of revenue and expenditures is done by focus groups. This exercise helps the Community to be aware of their sources of revenue and fosters a sense of accountability about transparency.

Table 4.10 Nrao Kisangara Village Source of Revenue and Expenditure

Sources of Income		Expenditures	
1 Own source		1 Administration	
Development levy	1,000,000	Costs for Village meetings	100,000
Crop cess	1,200,000	WDC	200,000
Local beer fees	800,000	Transport and Travelling	500,000
Contribution for school food	2,000,000	Stationery	200,000
Sand fee	2,500,000	Village Hospitality	600,000
Sub Total	7,500,000	Uhuru touch	500,000
		Sub Total	2,100,00
2 External source (committed)		2 Development	
District support to 2 classrooms		Primary school food for pupils	2,000,000
TASAF	1,000,000	Building classroom x 1 teacher	
Sub Total	2,000,000	house (D/Council contr.	
	3,000,000	2,000,000; V/Council 500,000)	2,500,000
3 None cash income		Dispensary (TASAF 3,000,000,	
Labour		V/Council 600,000/=)	3,600,000
	1,000,000	Maize production	1,400,000
		Sub Total	9,500,000
GRAND TOTAL	11,600,000/=	GRAND TOTAL	11,600,000/=

The bigger the sources of revenue, the more the Village can meet its development activities.

4.4   Preparation of Draft Community Plan

Focus groups are purposive groups formed on the basis of sex, age, and social status. Formation of Focus Groups should also consider the representation of vulnerable groups in the Community. Focus groups become a **tool** during data collection using participatory tools, and become a **means** when preparing Community plan based on the TDV 2025. The focus groups will use the data collected using participatory tools to prepare a draft Community development plan, using TDV2025 as a broad policy guide.

Based on the data collected using participatory tools, and using TDV2025 as a policy guide, the focus groups will prepare draft plan. The draft plan should show clearly:

- What the Community wants to achieve (specific objectives)
- The resources/institutions which when used properly would lead to the achievement of the specific of objectives (opportunities)
- The hindrances to the proper use of opportunities (obstacles),
- The reasons for existence of obstacles (causes)
- Measures to be taken to address the obstacles (interventions)
- Necessary activities to address the causes (steps of implementation)
- Resources needed to achieve the steps of implementation (inputs)
- Estimation of costs – what can be done by the Community, and what cannot be done to achieve the steps of implementation (costs)
- The measurable means to assess the achievements (indicators)

The following shows the example of draft Community plan prepared by focus groups.

Table 4.11 Example of a Community Plan

Village_____   Ward_____
District_____   Region_____
Goal: High quality livelihood
Objective: Food self- sufficiency and food security

Specific objective	Opportunity	Obstacle	Cause	Intervention	Steps of implemen-tation (Activities)	Inputs	Cost		Indicator
							Internal	External	
To increase production of maize from the current 10 bags to 15 bags per acre by year 2010	Availability of farm land

Farmers' eagerness to learn new skills | Low yield of maize | Lack of fertilizer | To increase use of compost manure | Identifying farmers' group in each hamlet | - | ✓ | | Maize production by number of bags |
					Gathering materials to make compost	manure grass water	✓		
					Training on how to make use of manure	training materials		✓	
		Inadequate extension services	Only one extension officer in 5 Villages	To improve extension services	Provision of motorbike for extension officers	motorbike fuel		✓	

4.5 Special Village Council Meeting

Extra ordinary Village Council meeting will be held to receive the Draft Community Plan as consolidated by the focus groups, under the coordination of Village executive officer. The Village Council meeting shall set priorities, and based on these priorities, a draft three year plan will be prepared.

4.5.1   Prioritization of Specific Objectives

During the preparation of draft plan by the focus groups, many specific objectives are identified. But, since resources are limited, all specific objectives identified at this step cannot be achieved. Therefore, there is a need to prioritize. In this regard, after consolidation of the draft plan by the focus groups, an Extraordinary Village Council meeting is held to set priorities, and prepare a draft three year plan.

Priority setting is the process of ranking specific objectives derived from the plan matrix according to their importance. Although there are many ways to set priorities, pair-wise ranking is used in the O&OD as it produces clear prioritization from a series of comparison of two items each time.

Pair-Wise Matrix Ranking:

Pair-Wise Ranking involves the process of comparing and contrasting the different specific objectives that is done between one option and all others. The option that has received the most votes is entered in the spaces in the table as shown below. Pair-wise ranking is a participatory tool used in setting priorities for specific objectives during the O&OD planning process. The Village Council undertakes the priority setting exercise.

Table 4.12   Example of a table for pair wise matrix ranking

Specific objective	Increased maize production	Increased School enrolment	Improved access to clean water	Increased household income	Points	Position (Priority)
Increased maize production		Increased maize production	Increased maize production	Increased maize production	3	1
Increased School enrolment			Increased School enrolment	Increased household income	1	3
Increased access to clean water				Increased household income	0	4
Increased household income					2	2

Each specific objective is awarded points. This example shows that the first priority based on pair wise matrix is to increase maize production, which is a specific objective to achieve food self-sufficiency.

4.5.2   Preparation of Draft Three-Year Plan

Having set up priorities for development, the facilitators should help the Council to prepare a three-year plan. Important data for this exercise are the sources of income which include cash to be collected by the Village, cash pledges and labour.

Starting with the first priority, the Community should analyze the first year plan by taking into account the following.

1. Programs which are being implemented by the Village Council. Most of these programs are continuous like boiling drinking water, school meals for pupils and, household environment cleaning etc.
2. Programs which can be financed partly by Village Councils or in collaboration with other stakeholders – for instance, in collaboration with the District Council or other development partners.
3. Programs that require immediate implementation even if costs for such a program will come from outside the Village. These kinds of programs are generally few.

After the preparation of the first year plan, the same should be done for the second and third year plans. Remaining programs will be considered in the course of yearly progress review. The three-year development plan is the one which the executive officer will present to the Ward Development Committee or the Village assembly for approval.

Table 4.13   Example of Three-Year Plan

Goal	Objective	Specific objective	Priority	Steps for implemen-tation (activities)	Inputs	First year		Second year		Third year	
						What Village can do	What Village cannot do	What Village can do	What Village cannot do	What Village can do	What Village cannot do
High quality livelihood	Food self sufficiency and food security	To increase production of maize from the current 10 bags to 15 bags per acre by year 2010	1	Identifying a farmers' group in each hamlet	-	○		○		○	
				Provision of motor bikes for extension officers	motorbike fuel		1, 150,000 50,000		50,000		50,000
				Training on how to make use of manure	training materials	50,000	150,000				
				Gathering materials to make compost	manure Grass water	○		○		○	
High quality livelihood	Universal primary education	All the school age children in the Village attend primary school by 2010.	2	Conducting sensitization campaign for parents	-	○		○		○	
				Rehabilitation of 4 classrooms	building materials Labour	○	○	○	○	○	○
				Construction of 2 classrooms	building materials Labour	○	○	○	○	○	○
				Constructing 1 teacher's house	building materials Labour	○	○				
				Employing 2 more teachers	teachers				○		
High quality livelihood	Access to clean water	To increase the number o f house-holds with clean water from the current 95 households to 135 by 2010	3	Rehabilitation of 3 shallow wells	material labour	○		○			
				Formation of water committees	-	○					
				Introduction of water fund collection	-	○					

4.6 Ward Development Committee

The WDC will receive the draft Three-Year Community Plans for all Villages and give advice where required and specify those programs which are to be collectively implemented.

4.7 Extra ordinary Village Assembly

These shall be convened for the Community members to receive, deliberate and approve the three-year development plans. They will do this taking into account the communities' ability to procure resources within or externally, time frame, expertise and other Village responsibilities. The plan that the Community approves during the Village assembly becomes the final Community development plan.

4.8 Summary of Activities by Sector at Ward

After the endorsement of the Community Plans, the next step will be preparation of sector-wise summary of activities from the Community Plans at Ward level. This task will be carried out by the Ward Officers, and if possible, the VEOs (Mtaa Executive Officers in urban setting) can also participate. The summary of activities by sector should be prepared in a simple format as shown in the example below.

This sectoral summary of Community plans at Ward serves two purposes:

- The summary will be used for the WDC to identify inter-Village issues and activities, and for Ward extension officers to render effective support to relevant Community activities.
- The summary will be used by the LGA to incorporate Community needs into the LGA Plan.

Table 4.14   An Example of Simple Format at Ward-level

WARD…Machame………………
DISTRICT……XXX…………………
REGION………XXX…………………
SECTOR: Agriculture (505)

Name of Villages	STEPS FOR IMPLEMENTATION						INPUTS						
	Establishment of agriculture field classes	Construction of irrigation schemes	Employment of agriculture extension officers	Preparation of compost manure	Crop cross breeding	Cooking oil pressing							
Manda	4		○										
Mamsela	3	○			○								
Igale	1	○	○										
Buma		○		○									
Kware	2		○										
Ruvu		○		○		○							
Total	**10**												

Note: In urban setting, Community Plans are formally prepared at Ward level. In this case, the preparation of Simple Format turns out to be extraction of activities from the Ward Plan by sector.

4.9   Monitoring and Evaluation in Local Authorities

Participatory monitoring and evaluation is people cantered. Participation can involve the whole Community or it can be done by representation. The levels of participatory monitoring and evaluation are:

- Village: Standing committees meet monthly
            Village Council meets monthly
            Village Assembly is held quarterly.
- Ward: Ward Development Committee meets quarterly.
- District: District Management Team meets monthly.
            Standing Committees meet quarterly
            Full Council meets quarterly

Village level:

The Village Executive Officer (VEO) is responsible for overseeing the implementation of the Community plan. The VEO will work closely with the Standing Committees of the Village Council and Community resource persons. The VEO shall report to the Village Council and the Village Assembly. The VEO will submit minutes of the Village assembly meeting to the District Council with a copy to the Ward Executive Officer.

Ward level:

The Ward Executive Officer (WEO) coordinates the implementation of all Community plans in her/his Ward. He will work with Ward facilitators in coordinating, supervising, advising and providing capacity building for communities. Moreover he will monitor and make sure that all legitimate Village meetings take place as planned. He will submit Village reports to the Ward Development Committee.

LGA level:

The Director of the LGA will form a core team of 12-15 District Facilitators who will be under supervision of the District Planning and Logistic Officer to follow-up on the implementation of Community Plans. The core team will be responsible for supervising the Ward Facilitators, follow-up on the implementation of Community plans and capacity building at all levels.

APPENDIX I: IMPORTANT ELEMENTS OF URBAN PROCESS

PROCESS OF URBAN PARTICIPATORY DEVELOPMENT PLANNING BASED ON OPPORTUNITIES AND OBSTACLES TO DEVELOPMENT (O&OD)

Introduction

A town is a small area occupied by a large number of people and is characterized by competing use of resources. Social and economic activities in urban centres are interdependent. However while some activities may be acceptable to a certain group of people, to others the same activities could be seen as nuisance. For example a tannery may be a blessing to those employed either internally or externally by the company. Yet they are offensive to the residents of the surrounding neighbourhoods due to the unfavourable odour and careless disposal of wastewater associated with the activities of the tanneries.

Urban areas enjoy many services and they are also better served with communication means. However not all urban residents enjoy such services. Due to the complexities in interactions among the urban dwellers, and the multitude of activities carried out independently in these communities, the normal disposition for communal ownership of services is thwarted. Moreover in urban societies, due to the multitude of activities carried by the Community members, it is difficult to mobilize people for collective action, thus leaving the burden of service provision to the urban authorities. And, in some cases, urban dwellers assume wrongly that the urban authorities are responsible for provision of all the services in exchange for the money collected as taxes and levies. This attitude limits further the possibility of collective action in urban setting.

In terms of economic, social, political and cultural considerations, there are significant disparities among urban dwellers (unlike in rural societies, where there are no significant economic, social, political, and cultural differences among Community members). Accordingly, these differences lead to disparities in Community members' perspectives and views on various issues, and sometimes it is difficult for them to make collective decisions on important Community issues. Also, because of these disparities, it may be difficult to introduce new ideas and new approaches to development in the urban communities. In this regard, the facilitators have to be very cautious in fostering mutual understanding with the urban communities in the quest for their development. The most important thing is to accept that the communities do understand and that their understanding must be channelled towards their own development.

Administrative organization

Urban administrative organization differs from that in rural areas. Legally the town is divided into Mitaa (streets) and Wards. Each Mtaa has a chairperson and an executive officer but it does not constitute a governing authority. The chairman works with two Mtaa committees and convenes the Mtaa Assembly. In urban Ward-level there is a development committee responsible for its development plans. Considering urban environment as explained above, it becomes evident why urban development planning is different from rural planning.

URBAN PLANNING PROCESSES

Preparatory tour

Advance information on the preparatory visit should be sent to the Ward administrators and development partners in the Ward before the pre-visit day. The purpose of the pre-visit is to meet the Ward Development Committee, important persons and heads of religious groups, institutions and development partners within the Ward, and brief them about the exercise. The pre-visit should lay a foundation for effective participation from the very beginning, with Community leaders taking the lead.

Launching of the urban planning process

Legally Wards do not have general meetings, but Mitaa do. In order to launch the urban planning process it is therefore advised that Mitaa be grouped into zones. The zones will then nominate one of the Mtaa chairpersons to chair the meeting. Moreover the Ward facilitators should divide themselves in zones for purposes of launching. During launching every zone will nominate representatives who will form focus groups. The formation of focus groups should be done to ensure equal representation based on gender, age and vulnerable groups in the Community.

Plan Approval

This is the final stage in the planning process. The Ward executive officer (WEO) in collaboration with focus group will prepare a draft plan and submit to WDC for prioritization and approval. Thereafter the WEO will submit the plan and the minutes of the meeting to the Urban LGA.

Tools not applicable in urban planning process

Transect walk

Urban areas have been surveyed and are built up. Opportunities and obstacles have been considered in town planning. Moreover in squatters, where the settlements are mostly un-surveyed, it is not easy to pass through.

Historical time line

Towns are built in accordance with a town plan. Urban residents cannot plan future land use on the basis of historical events. Also most urban residents are transients – that is, they could live in a locality for just a short time, and leave for another place. Also, the urban dwellers are usually engaged in different economic activities, most of which are not permanent.

APPENDIX II: SCHEDULE FOR RURAL PROCESS

SCHEDULE FOR PREPARATION OF A VILLAGE PARTICIPATORY PLAN USING OPPORTUNITIES AND OBSTACLES TO DEVELOPMENT

First Day
- Social Preparation
    - Introducing Community Planning Process to social groups
    - Preparation for Village Assembly
    - Pre-sensitization of Community members
- Secondary Data Collection

Second Day
- Social Preparation (continue from the previous day)
- Secondary Data Collection

Third Day
- Extra ordinary Village Assembly to launch the O&OD Planning
- Forming focus groups
    - Old men and women
    - Young men and women
- Selection of map drawers
- Selection of Community resource persons
    - 2 people from each hamlet
- Primary Data Collection
    - Drawing the Village map
    - Household wealth ranking

Fourth Day
- Primary Data Collection
- Transect walk
- Historical time lines
- Seasonal calendar
- Institutional analysis
- Impact of social and economic activities on environment
- Gender resources map
- Gender daily activities calendar
- Sources of Revenue and Expenditure

Fifth Day
- Focus group to discuss Vision 2025 (High Quality Livelihood)
    - Food self sufficiency and food security
    - Universal primary education
    - Gender equality
    - Access to quality primary health care for all

Sixth Day
- Focus group to discuss Vision 2025 (High Quality Livelihood)
  - Access to quality reproductive health services for all individuals of appropriate ages.
  - Reduction in infant and maternal mortality rates by three quarters of current levels.
  - Universal access to safe water
  - Increase life expectancy to the levels attained by typical middle income countries.
  - Absence of abject poverty.

Seventh Day
- Focus groups continue to discuss Vision 2025 (Good Governance and Rule of Law)
  - Desirable moral and cultural uprightness
  - Strong adherence to and respect for rule of law.
  - Absence of corruption and other vices
  - A learning society which confident leans from its own development experiences and that of others and owns and determines its own development agenda.

Eighth Day
- Focus groups prepare the Draft Community Plans

Ninth Day
- The Village Council to prioritize all specific objectives.
- Preparation of Draft 3-Year Community Plan.

Tenth Day
- Ward Development Committee Meeting to be held so as to give technical advice on the draft 3-year plan.

Eleventh Day
- Extra-ordinary Village Assembly to receive and approve Community Plans

Twelfth Day
- Preparation of Simple Format by Sector at Ward level

APPENDIX III: SCHEDULE FOR URBAN PROCESS

First Day
- Social Preparation
  - Meeting with WDC members
  - Introducing Community Planning Process
  - Introducing O&OD Planning Methodology and Process
  - Preparation for Zonal/Mtaa Meetings
  - Pre-sensitization of Community members
- Secondary Data Collection

Second Day
- Social Preparation (continue from the previous day)
- Secondary Data Collection

Third Day
- Zonal/Mtaa Meetings to launch the O&OD Planning
- Selection of Community resource persons
  - Two people from each Mtaa
- Forming focus groups
  - Old men and women
  - Young men and women
- Selection of map drawers

Fourth Day
- Primary Data Collection
  - Drawing the ward map
  - Seasonal calendar
  - Household wealth ranking
  - Institutional analysis
  - Impact of social and economic activities on environment
  - Gender resources map
  - Gender daily activities calendar
  - Sources of Revenue and Expenditure

Fifth Day
- Focus group to discuss Vision 2025 (High Quality Livelihood)
  - Food self sufficiency and food security
  - Universal primary education
  - Gender equality
  - Access to quality primary health care for all

Sixth Day
- Focus group to discuss Vision 2025 (High Quality Livelihood)
  - Access to quality reproductive health services for all individuals of appropriate ages.
  - Reduction in infant and maternal mortality rates by three quarters of current levels.
  - Universal access to safe water
  - Increase life expectancy to the levels attained by typical middle income countries.
  - Absence of abject poverty.

Seventh Day
- Focus groups continue to discuss Vision 2025 (Good Governance and Rule of Law)
  - Desirable moral and cultural uprightness
  - Strong adherence to and respect for rule of law.
  - Absence of corruption and other vices
  - A learning society which confident leans from its own development experiences and that of others and owns and determines its own development agenda.

Eighth Day
- Focus groups prepare the Draft Ward Plans

Ninth Day
- Zonal/Mtaa Meetings to discuss and give comments on the Draft Ward Plan

Tenth Day
- Focus groups under the Ward Executive Officer to incorporate comments from Zonal/Mtaa Meetings into Draft Ward Plan.

Eleventh day
- Ward Development Committee to be held to prioritize all specific objectives, prepare and endorse Three-Year Ward Plan.

Twelfth Day
- Preparation of summary of activities from the Ward Plan by sector using Simple Format.

APPENDIX III: DATA FORM

DATA/INFORMATION TO BE COLLECTED

1   ADMINISTRATION

1. Name of the Ward/Village ....
2. Area (Km^2)…………………………………………………………………
3. Number of hamlets/'Mitaa'/Villages: ………………………………………….
4. Number of Village Council Members: M ……………… F ……………….
5. Number of WDC Members: M ……………….. F ……………….
6. Population:
   - Male: …………………………….
   - Female: ……………………………..
   - Able to work: M ………………… F ………………………
   - Children (below 18 years old): M ……………….   F ……………………….
   - Orphans: M ………………… F ………………………
   - Street children: M ………………… F ………………………
   - Disabled: M ………………… F ………………………
   - Widow/Widower: M ………………… F ………………………
   - Old (above 70 years old): M ………………… F ………………………

2.1   PRIMARY EDUCATION:

- Population of school aged children (7-13) who are supposed to be in school: boys…………………….girls……………………
- Number of pupils registered in school(s): boys…………………….girls……………
- Number of children who drop out of school (average of last three years, if possible) boys…………………….girls……………………
- Number of 7 year old children registered (average of last three years, if possible) boys…………………….girls……………………
- Attendance rate (average of last three years, if possible): boys…………………….girls……………………
- Primary school completion rate (average of last three years, if possible) boys…………………….girls……………………
- Pass rate (average of last three years, if possible): boys…………………….girls……………………
- Number of pupils per classroom: ……………..; and classroom deficiency: ………………
- Number of streams: ………………………
- Ratio of pupil pit-holes: M ………….. F …………..; and pit-hole deficiency: M…………… F………………
- Number of primary schools: …………..; secondary schools: …………..; colleges: ………………
- Number of teacher's house available: ………..; and needed: ……………..

- Pupil desk ratio: ....; and desk deficiency: ....
- Pupil textbook ratio: ....; and textbook deficiency ....
- Number of pre-school available: ....; and needed ....

2.2   ADULT EDUCATION:

- Type of adult education provided (functional literacy, post literacy, COBET and ICBAE)
- Number of people registered in adult education classes: M…………………… F………………
- Number of people attending adult education classes: M…………………… F………………
- Number of adult education teachers ………………..
- Number of adult education classes……………
- Number of established COBET classes ……………
- Number of registered pupils in COBET classes: M…………………… F………………

3   HEALTH:

- Common/principle diseases:

  Disease………………………No. of patients…………………………

  Disease………………………No. of patients…………………………

  Disease………………………No. of patients…………………………

  Disease………………………No. of patients…………………………

  Disease………………………No. of patients…………………………

- Sporadic diseases which occurred over the past 1 year:

  Disease………………………No. of patients…………………………

  Disease………………………No. of patients…………………………

  Disease………………………No. of patients…………………………

  Disease………………………No. of patients…………………………

  Disease………………………No. of patients…………………………

- Communicable diseases:

  1) Under 5 years

  Disease………………………No. of patients…………………………

  Disease………………………No. of patients…………………………

  Disease………………………No. of patients…………………………

  Disease………………………No. of patients…………………………

  Disease………………………No. of patients…………………………

  2) Above 5 years

  Disease………………………No. of patients…………………………

  Disease………………………No. of patients…………………………

  Disease………………………No. of patients…………………………

  Disease………………………No. of patients…………………………

  Disease………………………No. of patients…………………………

- Health services available:
  - No. of dispensaries ……….….; and distance from the Community ……….…
  - No. of health centres ……....; distance from the Community ……….…
  - No. of hospitals ……….…; distance from the Community……….…
  - No. of private dispensaries ……….; distance from the Community……….…
- Number of permanent latrines……….…
- Active health committees……….….
- Availability of VHW……….……….…
- How Village Health Days are organized in the Village: ……….……….……….……….….
- Availability of home visits: ……….……….……….……….…

3.1 QUALITY SERVICES OF REPRODUCTIVE HEALTH:

- Number of children below one year of age: ……….……….
- Number of children under five years of age: ……….……….
- Nutrition status of under five years of age: ……….……….
- Number of severely malnourished children: ……….……….
- Number of moderately malnourished children: ……….……….
- Immunization status of under one year:
  - BCG: ……….……….
  - Polio 3: ……….……….
  - DPT-HB3: ……….……….
  - Measles: ……….……….
  - Vitamin 'A': ……….……….
- Number of children born with low birth weight (below 2-5 kgs) (past 1 year): ……….……….
- Number of premature births (past 1 year): ……….……….
- Number of still births (past 1 year): ……….……….
- Number of maternal deaths (past 1 year): ……….……….
- Number of childbearing age women (19 – 45 years): ……….……….
- Number of women who gave birth below 20 years and above 35 years (past 1 year): ……….…
- Number of women immunized against TT_1 and above (past 1 year): ……….…
- Available reproductive health services: ……….……….
- Number of family planning users: ……….……….
- Reproductive health service providers:
  - During pregnancy: ……….……….
  - During delivery: ……….……….
  - After delivery: ……….……….

3.2   HIV/AIDS:

- Number of deaths caused by HIV/AIDS (past 1 year, or 3 years): M……………… F………………
- Number of people affected by HIV/AIDS: M…………… F………………
- Rate of HIV/AIDS transmission: ……………………..

4.   AVAILABILITY OF CLEAN WATER:

- Number of wells ………….; and distance from the Community ……………
- Number of piped water ………… ; distance from the Community ……………
- Number of traditional water sources ……….; distance from the Community ……………
- Number of households with access to clean water…………….
- Existence of water committee: ……………..; and its effectiveness ……………………..
- Collection of water fund: ……………………………..

5   ECONOMIC STATUS:

- Yearly average income per:
    - Person: ………………………..
    - Household: ………………………..
    - street/Village: ……………………..
    - Ward: ……………………..
- Major economic activities: ………………………………………………………..
- Available institutions in the Village/Ward: ……………………………………………………………..

5.1   ECONOMIC SERVICES:

- Road: length of road…………..km
- Power sources
- Communication services and access to information
    - Mobile phone service providers: ………………………………..
    - Postal services: ………………………………..
    - Fixed line telephone, fax, internet, etc.: ………………………………..
    - Radio: ………………………………..
    - Television: ………………………………..
- Crop market: ………………………………..
- Market place: ………………………………..
- Public transport services: ………………………………..

6   PRIVATE SECTOR:

- Vocational Training centres/workshops: ………………………………..
- Small industries: ………………………………..
- Hotels/Restaurants: ………………………………..
- Shops: ………………………………..
- Pharmacies: ………………………………..
- Fuel petrol stations: ………………………………..
- Economic groups: ………………………………..
- Non-Governmental Organizations: ………………………………..

7   AGRICULTURE AND LIVESTOCK

- Potential Agricultural land (ha or acre): ....
- Land under cultivation (by crop type): ....
- Major food crops: ....
- Average yield per hector (sacks): ....
- Major cash crops (name): ....
- Availability of farming/livestock implements: ....
- Number of farmers' cooperative unions: ....
- Number of small industries for processing agriculture and livestock products: ....
- Crop storage facilities: ....
- Number of headers: ....
- Number of livestock: ....
- Type of livestock: ....
- Land area used for livestock (ha): ....
- Livestock diseases: ....
- Number of existing animal dips: ....; and used ....
- Number of agriculture and livestock extension officers: ....

8   ENVIRONMENT

- Forest area in ha: ....
- Number of planted trees: ....
- Number of tree nurseries: ....